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Administration of the Land Records in the U.P. of Agra & Oudh
Report. 1909-10 to 1919-20

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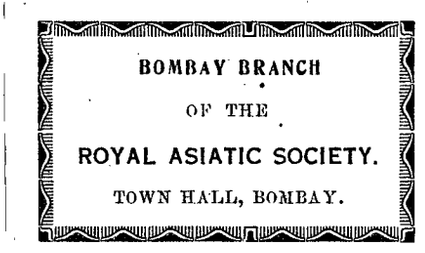

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REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER 1910.

1909-10 & 1919-20

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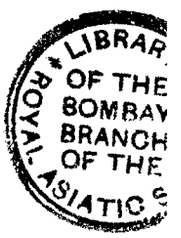

ALLAHABAD:

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1911.

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REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES

FOR THE YEAR ENDING 30TH SEPTEMBER 1910.

No. 778/I—269A.

FROM

W. H. MORELAND, ESQ., C.I.E., I.C.S.,

DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,
UNITED PROVINCES,

TO

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 20th January 1911.

SIR,

I HAVE the honour to submit the report on the administration of the land records for the year ending 30th September 1910. I am indebted to the Hon'ble Mr. Hoare, the Deputy Director of Land Records, for the draft of the report.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. I was in charge of the department throughout the year except during the six months period of my leave to England from November to May when the Hon'ble Mr. H. J. Hoare, I.C.S., Deputy Director of Land Records, officiated for me. The office of Deputy Director of Land Records was held by Mr. J. C. Nelson, I.C.S., and Mr. M. Keane, I.C.S., during the period of my leave, and by Mr. Hoare for the remainder of the year.

Tours of officers.

3. The officiating Director toured in Etawah in December and January in connection with proposals for the revision of settlement of that district. In connection with record revision he visited Bara Banki in February and Moradabad in April. Otherwise the tours of the Director and officiating Director were primarily concerned with agriculture.

The junior Civilians' training class was conducted in November by the Deputy Director and myself.

4. In October Mr. Hoare visited Almora to inspect the revision of records in progress there. Mr. Nelson and Mr. Keane carried out detailed land records inspection in the Etawah, Mainpuri, Agra and Etah districts. Mr. Keane visited Fatehpur in February and March in connection with the preparations for the approaching settlement. In March he remained at Unao in connection with the probationary deputy collectors' instruction class and the survey training class for kanungos. In April he visited Jhansi and Aligarh.

In the rains tour Mr. Hoare inspected headquarters work at Fyzabad, Azamgarh, Ballia, Benares, Mirzapur, Cawnpore, Bara Banki, Rai Bareli, Moradabad and Bareilly and conducted survey examinations of patwaris in the Etawah and Fatehpur districts.

CHAPTER II.

LAND RECORDS.

Establishment.

5. The higher rates of pay for supervisor and sadr kanungos were sanctioned and given effect to during the year. Consequently improved rates of pay have been sanctioned for the departmental inspectors, and their introduction is awaiting budget sanction. Proposals for materially strengthening the patwari staff in the Gorakhpur district were sanctioned and will be brought into force in the present year. Additions to the kanungo staff of that district are under consideration.

Revision of circles.

6. The schemes for the reallocation of the patwaris' circles of the Azamgarh and Banda districts were sanctioned and introduced. The reallocation schemes of the Moradabad district and of tahsil Kashipur of the Naini Tal district were sanctioned in the year and have been introduced since its close.

Petty reallocations of particular circles have been carried out in several districts. In Cawnpore and Fyzabad several special patwaris were appointed at the request of the zamindars from whom their salary will be realised.

Promotion of kanungos.

7. No sadr kanungo received promotion to tahsildarship but one acted temporarily in that post. Five supervisors were promoted permanently to sadr kanungoships, and two officiated in that post. One supervisor was confirmed as naib tahsildar and one appointed sub. pro tem. Two were selected as approved candidates for naib tahsildarship and one diplomate of the Agricultural College was as usual selected on direct nomination by the Director. Thirty-one supervisors officiated as naib tahsildars and a number acted as such in connection with takavi realisation and other work. The services of three supervisors were transferred to the Gwalior Durbar for two years to act as Assistant Settlement officers. One was lent to the Dera estate in the Sultanpur district. Three supervisors were appointed to the subordinate agricultural service and four have been deputed temporarily to the United Provinces Exhibition (including one since the year closed).

Promotion of patwaris.

8. Ten patwaris were promoted permanently to posts of assistant registrar and two were made partition amins. Some 75 acted as assistant registrars, supervisors, partition amins, and in other appointments. Seventeen patwaris were exempted by me from the educational test.

Education of patwaris.

9. The percentage of patwaris holding the patwari school certificate rose from 93·4 to 93·7. The number of patwaris exempted from passing the examination fell from 2·6 to 2·3. The number of patwaris neither certificated nor exempted rose very slightly; this rise is due chiefly to the shortage of qualified candidates in the Banda district.

10. The entertainment of an assistant patwari school teacher at Dehra Dun has been extended for one year as the improvement in tuition at the school has resulted in a welcome increase in the number of trained candidates for patwariship. Additions to the schools in Gorakhpur and Kheri were completed in the year as were the new Jalaun patwari school building and the repairs to the Meja and Basti school buildings.

Residence of patwaris.

11. The percentage of resident patwaris rose in the year under report from 79·7, to 80·5, whilst exempted and non-resident patwaris fell from 9·1 and 11·1 to 8·9 and 10·6 respectively.

12. There are four districts in which the number of non-resident patwaris is excessive, viz. Moradabad, Bareilly, Banda and Gorakhpur.

In Moradabad this is due to action against non-resident patwaris being deferred until the introduction of the reallocation scheme. In Banda the reallocation scheme has only been introduced in the year under report and the number of qualified candidates is too small to admit of stringent measures. In Bareilly a close enquiry has resulted in some so-called resident patwaris being classed as non-resident and action is being taken against them. In Gorakhpur a number of new patwaris have been allowed time to become resident.

Filing of patwaris' statements.

13. The percentage of area statements filed within the due date was 96·5 against 97 of last year. That of kharif crop statements rose from 91 to 97·5. That of rabi crop

statements rose from 95 to 97·6. The punctuality shown in filing the holdings and rental statement last year, viz. 97 per cent within time fell to 95 per cent.

Apart from the records of the Moradabad district where the patwaris were still employed in the settlement office all the records throughout the province were filed within one month of the correct date. In Farrukhabad, Bijnor, Cawnpore, Fatehpur, Benares, Jaunpur and Ghazipur no record was filed late. The dilatory districts were Mirzapur, Sitapur, Kheri, Etawah, Naini Tal, Budaun and Dehra Dun.

In Etawah the delay in filing the rabi crop statements was due to the attendance of patwaris of the Auraiya tahsil at a special survey training class, whilst in Budaun the Collector granted 15 days grace in the filing of the holdings and rental statement owing to work connected with the coming census.

Testing by supervisors.

14. For the provinces as a whole the amount of testing of all records rose and was well above the prescribed minimum. The year under report was the first year in which khatauni verification reached the prescribed minimum of 10 per cent. The percentages of errors found were approximately normal.

Testing by superior officers.

15. In Dehra Dun, Meerut, Farrukhabad, Mainpuri, Shahjahanpur, Allahabad, and Jaunpur all the supervisors' circles were tested by superior officers. In Bulandshahr, Budaun, Mirzapur and Lucknow only were less than the prescribed one-half of the circles tested.

The simple form of inspection report which was circulated on trial during the previous year has proved a success and the question of adopting it as a regular form is under consideration.

Superior officers are extending their test to other records besides the khasra as though the testing of this record shews a decrease that of the map, khatauni, jamabandi, and khewat shews an all round increase. They are still however inclined to devote too much time to entries not already tested by the supervisor thus checking the work of the individual patwari rather than of the supervisor. This feature of their inspections still exists in spite of a circular letter sent to ten districts which were adversely commented on in this respect in last year's report. Of these ten districts three are again noticeable in this respect, viz. Meerut, Budaun, and Jhansi.

16. The testing done by tahsildars and naib tahsildars shews an all round improvement in amount and the percentage of errors discovered is reasonable. That done by sadr kanungos continued to be adequate. The period spent on tour by sadr kanungos was appreciably below the standard in four districts only.

Maintenance of boundary marks.

17. The new rules are working smoothly.

Map correction.

18. In the Bulandshahr district the state of the maps is the subject of complaint from the Collector who ascribes it to the fact that there was no new survey at the last settlement. In Pilibhit the difficulty of keeping up to date the maps of the tarai villages where cultivation shifts rapidly continues. In one tahsil each of the Fatehpur and Etawah districts a special training class for patwaris was held with a view to improving the maps and the effect on the maps will be reported separately. In Moradabad the renumbering of unsurveyed villages in tahsils Amroha, Moradabad, Sambhal and Bilari was carried out as part of the scheme for improving the records of that district.

19. A new system of map correction has been sanctioned experimentally in seven districts. This system aims at (1) a higher degree of skill and accuracy in map correction on the part of the patwaris and (2) the preservation until the following settlement of a copy of the last settlement map corrected up to date from year to year by the patwaris, with a view to avoiding re-survey and to providing the future settlement officers with a map correct enough to serve at least as an index to the khasra. The districts selected for the experiment are Aligarh, Farrukhabad, Bareilly, Hamirpur, Azamgarh, Kheri and Gonda.

Concealment of rents.

20. Concealment of assets is reported from thirteen districts. In the Bareilly district the owners of an estate taken under the Court of Wards acknowledged a rent roll altogether differing from that shewn in the patwari's papers.

In the Agra district concealment of Rs. 3,609 was detected. In the Etawah district concealment of Rs. 3,613 was similarly detected. In Gorakhpur rents were attested in 425 villages with the result that concealment to the amount of Rs. 83,197 came to light.

In Basti the concealed rents detected amounted to Rs. 4,500.

21. The khewats of the Gorakhpur district received special attention from Mr. Hobart, I.C.S. A supplementary khewat shewing temporary or permanent alienations of specific fields has been introduced similar to that in use in the Azamgarh district.

In Basti mutation work continues very heavy but is kept up to date. The registrar kanungos' check disclosed 11,000 errors which were rectified.

Preparation and maintenance of tahsil registers.

22. Tahsil registers are reported generally as up to date. Notes on abnormal statistics in the mauza registers and pargana books are however still imperfect.

Circle and tract registers have been prepared by the special staff during the year in the Aligarh, Farrukhabad, Jhansi, Allahabad, Cawnpore and Bahraich districts.

No pargana handbook was issued during the year owing to the cessation of settlement operations.

Officers' inspections.

23. The tours of the Director and Deputy Director have been detailed in Chapter I. Mr. I. D'O. Elliott was deputed to the Muttra district for special land records work. He did very good work in the inspection of the supervising staff and the Collector considers that his efforts will be of great benefit to the administration of land records in the district.

24. The departmental inspectors continued their regular inspections but these were interfered with to some extent by the necessity for special inspections in view of approaching settlements in Etawah and Fatehpur. Inspector Amir Ahmad has been deputed to the Allahabad Exhibition since the close of the year. A substitute is under training.

Amendment of rules.

25. The only amendments of any importance in the patwari rules were :—

(*a*) Rule 21 circular I—VII was amended to include the report by patwaris of disease amongst horses.

(*b*) The nautor rules were amended providing for the entry of the classification of nautor land in the khasra in order to facilitate the task of local checking.

(*c*) Special rules were framed and sanctioned whereby the time for the preparation, check and filing of certain land records was extended in the Jhansi district.

CHAPTER III.

Survey and Revision of Records.

26. The approach of revision of settlement in the districts of Etawah and Fatehpur necessitated an enquiry into the reliability of the maps in those districts. As no survey staff exists in these provinces, unemployed surveyors had to be recruited to run check lines over the maps. The disadvantages of such recruitment are patent, but it does not seem possible to entertain a regular and therefore responsible survey staff so long as these necessities come up at irregular intervals.

27. The special revision of khewats in Bara Banki has been in progress in the year under report, and the special staff sanctioned for this work has been entertained. Also in Moradabad, besides the renumbering mentioned in the report there has been a general checking of the records of the unattested villages and the results of the extensive rent enhancement and fixation work done in the settlement have been incorporated into the records with special precautions to ensure accuracy.

I have the honour to be,
Sir,
Your most obedient servant,
W. H. MORELAND,
Director.

REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER 1911.

ALLAHABAD:

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REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES

FOR THE YEAR ENDING 30TH SEPTEMBER 1911.

No. 840/I—302A.

FROM

THE HON'BLE MR. H. R. C. HAILEY, I.C.S.,
OFFG. DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,
UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 25th January 1912.

SIR,

I HAVE the honour to submit the report on the administration of the land records for the year ending 30th September 1911.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. The charge of the department was held by Mr. W. H. Moreland, C.I.E., I.C.S., throughout the year. The office of Deputy Director of Land Records was held by Mr. H. J. Hoare, I.C.S., till about the end of March 1911, when he was compelled by serious illness to proceed on long leave. He was succeeded by Mr. W. Gaskell, I.C.S., who held the office till 11th September 1911, when he was relieved by me.

Tours of officers.

3. The tours of the Director were primarily concerned with agricultural matters. In July, he visited Ghazipur to discuss personally with the Collector the question of revising the records of certain portions of the district referred to this department by the Board of Revenue. In the same month he visited Ballia to confer with the Collector on the question of providing permanent and stable survey marks for the alluvial areas in the district.

4. In November the Deputy Director, Mr. Hoare, visited the Jaunpur district on land records inspection. In December and January he toured in the Allahabad district in connection with the preparations for settlement in two tahsils of the district. He also visited Etawah and Fatehpur to inspect the survey training classes for patwaris. In February, he toured through the Muttra district with a view to collect materials for the report on the state of village records called for by the Board of Revenue, and at the end of that month he conducted the examination of the survey training class of kanungos at Unao. Mr. Gaskell visited Cawnpore, Etawah, Fatehpur, Allahabad and Meerut in April. In his rains tour, he visited Etawah and Fatehpur again in connection with the revision of records, and the approaching settlement. He also visited Bulandshahr, Benares, Mainpuri, Allahabad and Cawnpore.

Special features.

5. The decision to dispense with a professional survey at the settlements now commencing and to accept the existing maps corrected and brought up to date by the patwaris, has thrown additional work on the officers of the department. The reliability of maps had to be inquired into, the patwaris trained, and their work during map correction supervised. An examination of the records was also required to determine how far a revision was required. The time of some of the officers of the department was very fully taken up with these duties. The experience gained has, however, been valuable in affording a test on a large scale of the correctness of the current maps and records, and in suggesting methods of improvement. Some of the existing rules on map correction have been found to require modification in practice.

CHAPTER II.

Land Records.

Establishment.

6. The improved grades of pay of the departmental inspectors were introduced this year. The patwari staff of the Gorakhpur district was strengthened by the addition of 90 patwaris and 75 assistant patwaris. The kanungo staff of the district was also strengthened by the addition of 2 supervisor kanungos, and one assistant sadr kanungo. Proposals for further increase of the kanungo staff were received from the Collector and are under consideration. No other proposals of importance were received, or carried out during the year.

Revision of circles.

7. The reallocation schemes of patwari circles in the Moradabad district, and in the Kashipur tahsil of the Naini Tal district took effect during the year. Petty reallocations of particular circles have been carried out in several districts. A noticeable feature was that advantage was taken of the new provision in the rules regarding the grant of allowances to patwaris in charge of unhealthy, or intricate circles, and applications for the grant of such allowances were received from several districts.

Promotion of kanungos.

8. Four supervisor kanungos were promoted permanently to the post of sadr kanungo ; and four officiated in that capacity ; six were appointed as field checking officers in the Etawah and Fatehpur settlements. Two were appointed permanently to naib tahsildarships, one of whom was deputed to the Court of Wards; while three were appointed sub. pro tem. naib tahsildars. Three supervisors were selected as approved candidates for naib tahsildarship ; and one diplomate of the Agricultural College was selected on direct nomination by the Director. Thirty-six supervisors were appointed to officiate as naib tahsildars ; and a number acted as such in connection with takavi realisations and other work. One supervisor obtained a post in the Canal department.

No sadr kanungo received promotion to tahsildarship, or acted in that post. One was, however, selected as an approved candidate for naib tahsildarship, and was deputed for 6 months to the Awa estate under Court of Wards in the Etah district.

Promotion of patwaris.

9. Twelve patwaris were appointed permanently to posts of assistant registrar kanungo, four were made partition amins, and one was appointed assistant record-keeper of patwari records. One secured a post in the Etawah settlement, and another in the Agra census office. More than 60 patwaris acted temporarily as assistant registrars, supervisors, partition amins and in other appointments. Seven were exempted by the Director from the educational test.

Education of patwaris.

10. There was a further rise in the percentage of patwaris holding the patwari school certificate from 93·7 last year to 93·8, while the percentage of exempted patwaris fell from 2·3 to 2·1. The number of patwaris who are neither exempted, nor hold the certificate, again shows a slight increase : the rise being most noticeable in the Gonda and Bara Banki districts. In both districts the increase was nominal, and due to a number of posts falling vacant. The difficulty in securing

the services of qualified men for vacancies in the patwari staff of tahsil Robertsganj, district Mirzapur, still continues to be felt. It is proposed to train local men for the post by offering scholarships to promising students.

11. In view of the fact that the number of passed candidates available was in excess of requirements, orders were passed for the closing of the patwari school at Mainpuri. Sanction was given to the opening of a school at Muttra, as well as to the reopening of the schools at Jaunpur and Meerut; the admissions into the latter being restricted, for the time being, to the heirs of patwaris. New patwari school buildings were constructed during the year at Shahjahanpur and Azamgarh.

The time of the patwari school inspector was so fully occupied, in organising and supervising training classes for patwaris in the districts coming under settlement, that he was able to do little of his regular work of inspecting patwari schools.

Residence of patwaris.

12. The rules regarding the residence of patwaris in their circles have been for the most part steadily enforced. The percentage of resident patwaris shows a rise from 80·5 to 81·6, while exemptions fell from 8·9 to 8·4, and non-residents from 10·6 to 10. The districts in which the number of non-residents is still too high are Moradabad, Gorakhpur and Gonda. In the first named district, the Collector attributes the large number to the reallocation of circles, and the difficulty of the newly appointed patwaris in obtaining houses. In Gorakhpur, a number of new circles were created and a similar difficulty was experienced. In Gonda, the matter received the attention of the Deputy Commissioner, and the worst offenders are being proceeded against.

Filing of patwaris' statements.

13. The percentage of area statements filed on or before due date was 97·1 as compared to 96·5 last year. The holdings and rental statements were generally punctually submitted. The percentage, however, of the kharif and rabi crop statements filed within time fell from 97·5 and 97·6 to 95·9 and 87·6 respectively. The delay in the filing of the rabi crop statements is generally attributed to the employment of the kanungos and patwaris on census work. In Moradabad, where delay in filing of kharif crop statements was most marked, it is attributed to the employment of patwaris and kanungos on settlement duty and to their attendance being required in the distribution of takavi in tracts affected by floods. In Etawah and Fatehpur, the delay was due to the patwaris of two tahsils being engaged on work connected with the revision of records. Leaving out of account the three districts mentioned above, the records were filed within one month of the due dates in all districts, with the exception of Mirzapur, where 14 rabi crop statements were filed after that period, owing to non-completion of measurement of alluvial lands. All the statements were filed within due dates in the districts of Bijnor, Jaunpur, Ghazipur and Basti. In Gorakhpur and Azamgarh on the other hand, three out of the four records were filed after the prescribed dates.

Testing by supervisors.

14. Under orders issued with the approval of the Board of Revenue, the supervisor kanungos' kharif partal was, on account of the census, reduced to a check of 3 per cent. of the kharif numbers in all districts, except where work in connection with settlement was in progress; and they were excused from carrying out their rabi partal and the verification of khataunis. The percentage of khasra testings over the whole province was consequently low, being 4·3 against the prescribed minimum of 7. The percentage in the case of verification of khataunis was 9·6, as against the standard of 10 per cent. It may be noted that, in spite of the orders relaxing the operation of the rules, supervisors in Jhansi, Farrukhabad, Aligarh and Muzaffarnagar found time to verify as much as 14 per cent. of the khatauni holdings. The smallest amount of verification was done in Pilibhit and Hamirpur, the percentages being 2·20 and 2·54 respectively. The percentage of error detected was below normal; but the testing was on a smaller scale, and in certain cases appears to have been of a somewhat perfunctory character.

Testing by superior officers.

15. The districts in which all the supervisors' circles were tested by the sub-divisional officers were Meerut, Muttra, Jaunpur, and Bara Banki; and all but one circle were inspected in Jhansi and Rae Bareli. In Saharanpur, Bulandshahr, Budaun, Ballia and

Lucknow less than one half of the circles were inspected. The reason assigned is the occupation of the staff on census duties. The actual numbers tested were in some instances small. In Dehra Dun, only a few khasra entries were examined and the Superintendent is not satisfied that this can be entirely excused on the ground of the census work.

The conditions of the year were abnormal and the maps necessarily received less attention than usual. The survey operations conducted in several districts have pointed to the necessity of more attention being paid by superior officers to the state of the maps; in particular they should see that the patwaris are not working on maps which have become unserviceable, owing to ill usage, or number of corrections.

It was noticed in the report for last year that superior officers were still inclined to devote too much time to checking entries not already tested by the supervisor, and orders of the Board of Revenue were issued on the subject. The matter has generally received attention, especially in the districts which were adversely commented upon. Where, however, this feature is again noticeable, it is pointed out that the material for retest was, in the year under report, often so small that inspecting officers had necessarily to travel beyond it.

16. The form of inspection report experimentally introduced two years ago has met with general approval. In the light of suggestions received, it has been modified in details and sanction for its regular adoption has since been applied for.

17. The testing done by tahsildars and naib tahsildars suffered appreciably from the interruption of the census, and showed a marked decrease. That of the sadr kanungos was generally adequate.

Maintenance of boundary marks.

18. The condition of the boundary marks is reported to be satisfactory, except in the Gonda and Ballia districts. In the latter, the problem is to find a type of mark which will be permanent in the alluvial areas. The matter was discussed with the Collector by the late Director, and a scheme for providing permanent marks agreed upon.

Map correction.

19. From both the Bulandshahr and Azamgarh districts complaints as to the state of the maps have been received. In Etawah, Fatehpur and Allahabad districts special training classes for patwaris were held with a view to map correction. An enquiry was held as to the reliability of the maps in the Muttra district. In Moradabad, the renumbering of unsurveyed villages in certain tahsils was completed.

20. The results of map checking in the districts coming under settlement went to show that, where cultivation was comparatively well established at last settlement, the patwaris had, on the whole, been fairly successful in keeping pace with the field alterations and in correctly plotting them on their maps. In alluvial areas, or where there was much fluctuation of cultivation, the task had frequently proved beyond them, and a resurvey of the interior details of the village was found necessary. Attention should have been drawn earlier by the supervisors to such maps. Great inconvenience in checking was caused by the neglect of the rule regarding the retracing of the maps maintained for correction purposes by the patwaris, which had become unserviceable for different reasons. The state of some of the worst of the maps was due to corrections being made on maps already scored with alterations, and this might readily have been avoided by a retracing some years back.

21. The new system of map correction, which was sanctioned in the preceding year, was introduced experimentally into one tahsil of seven districts. The opinion of district officers who have mentioned the system in their reports appears to be somewhat divided as to its probable success.

Concealment of rents.

22. Concealment of assets is reported from twelve districts. In Agra, cases were reported in which the land holders had recorded the names of relatives, who were not actual cultivators, with a view to concealing the rents. In Basti, about 12,000 fictitious khudkasht entries were detected and additions made to the rent roll aggregating Rs. 3,500. In both this district and Gorakhpur, the Collectors consider the condition of the rent rolls unsatisfactory.

23. The khewats of the Gorakhpur district received special attention from Mr. Edye, I.C.S. The Collector reports that a good deal remains to be done to secure accuracy in the khewats of many of the pattidari villages, into which inaccuracies crept in the years immediately following the settlement. The supplementary khewats, showing temporary or permanent alienations of specific plots, introduced last year have led to a large increase in the number of mutation cases.

In Basti, the mutation work continues to be very heavy, but has been kept up to date. The testing of the khewats by the registrar kanungos revealed about 9,000 errors, most of which were however of a trivial nature.

Preparation and maintenance of tahsil registers.

24. Tahsil registers are generally reported to be up to date and to have been examined by sub-divisional officers. It is again necessary to draw attention to the imperfect notes of explanation often appended to mauza registers and pargana books.

No pargana hand books were issued during the year. The special staff completed the circle registers for the Jhansi district. Tract and circle registers for Basti and Gorakhpur are now being compiled.

Officers' inspections.

25. The tours of the Director and Deputy Director have already been detailed in Chapter I. A great part of the time of the latter was taken up with work in connection with the approaching settlements. No officer was deputed for special land records work in any district during the year.

26. The departmental inspectors continued their usual inspections, though they were in some cases interrupted by their services being required for inspections and map examination in districts coming under settlement.

Amendment of rules.

27. The amendments to the rules consisted principally of certain changes in the disciplinary rules relating to patwaris and kanungos, and additions to the rules for the reporting of epidemic diseases.

Under instructions from the Board of Revenue, the existing regulations regarding the weeding of patwaris' records were examined in detail and new rules prescribing periods of retention drafted.

CHAPTER III.

Survey and Revision of Records.

28. As pointed out in previous paras., work in connection with map correction was carried out in several districts. The need of more expert surveyors attached to the department to supervise the patwaris and surveyors temporarily employed, and assist them in difficult pieces of work was severely felt. It is very desirable, in order to put a stop to hasty and careless work, that the maps prepared by the patwaris and surveyors should be subjected to a final check by an Inspector with expert knowledge.

29. The revision of records was begun in Etawah and Fatehpur, where the system of attesting and assessing on the records of a single year is being tried. The special revision of the khewats in the Bara Banki district was completed. The revision of the records in certain parts of the Ghazipur district was postponed, pending the appointment of a record officer to the Kaswar Raja pargana, who will now undertake the revision.

I have the honour to be,
Sir,
Your most obedient servant,
H. R. C. HAILEY,
Offg. Director.

REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER 1912.

ALLAHABAD:
PRINTED BY F. LUKER, SUPDT., GOVERNMENT PRESS, UNITED PROVINCES.
1913.

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Report on the Administration of the Land Records in the United Provinces for the year ending 30th September 1912.

No. 915/I—353A.

FROM

THE HON'BLE MR. H. R. C. HAILEY, I.C.S.,
DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,
UNITED PROVINCES,

TO

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 25th January 1913.

SIR,

I HAVE the honour to submit the report on the administration of the land records of the United Provinces for the year ending 30th September 1912.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. Mr. W. H. Moreland, C.S.I., C.I.E., I.C.S., held charge of the department till 7th November 1911, when he was placed on special duty and was relieved by Mr. E. A. Molony, I.C.S., who officiated as Director till 20th December. I was in charge from that date until the end of the year. The post of Deputy Director, of Land Records was held by me until my appointment as Director. Mr. W.E.M. Campbell, I.C.S., held charge up to 11th July 1912, when he went on sick leave. In the interval between Mr. Campbell's relief and Mr. W. Raw's joining the post was held temporarily by Mr. D. L. Drake-Brockman, I.C.S., who relinquished charge on 23rd August and proceeded to join his officiating appointment as Collector of Jhansi. I held charge of the post in addition to my own duties till 2nd September 1912, when Mr. W. Raw, I.C.S., assumed it.

Tours of officers.

3. The Director made a tour in the Muttra district with the object of inspecting the district for preparation of his forecast of the probable results of a revision of settlement. With the same object he visited Agra and Pilibhit in the rains. In July and August he visited Benares and Allahabad to inspect the work in connection with the revision of records.

4. As Deputy Director, I visited Fatehpur and Etawah in October in connection with the settlement operations in progress there. I remained at Cawnpore in connection with the training class for junior civilians till about the close of November before proceeding on a tour in the Allahabad and Benares districts in order to inspect the work of revision of maps and records. During the cold weather Mr. Campbell visited Ballia, Cawnpore and Gorakhpur and conducted the class for Probationary Deputy Collectors at Unao. In April he visited Allahabad, Cawnpore, Saharanpur, Dehra Dun and Kashipur in the Naini Tal district. In the rains Mr. Drake-Brockman visited Pilibhit, Allahabad, Cawnpore, Etawah and Bareilly.

CHAPTER II.

Land Records.

5. It was decided on the Board's recommendation that the Settlement Officers of the two districts under settlement should be empowered to omit the preparation of annual returns for a single year in each pargana, as the omission of one year's figures would not constitute a serious obstacle in dealing with statistics, while the preparation of the annual returns hampered, very considerably, the progress of attestation work.

Establishment.

6. Proposals were submitted by Director during the year for an addition of four skilled survey officers on pay ranging from Rs. 100 to Rs. 200 per mensem to the staff of Kanungo Inspectors attached to the department. It is proposed to employ them in supervising and checking the work of map correction in the districts coming under settlement operations. The proposals are before the Board and Government, and orders have not yet been received.

By the permanent addition of Pargana Kaswar Raja to the Benares district the land records staff of the district has been increased by one supervisor kanungo with a chainman, one assistant registrar kanungo and 57 patwaris. The kanungo staff of the Gorakhpur district was further increased by the addition of one supervisor kanungo.

Revision of circles.

7. A scheme for the re-arrangement of patwari circles in the Almora district was prepared by the local authorities with special regard to local conditions and was sanctioned. No other reallocations of importance took place; the changes sanctioned being confined to trifling additions to the staff or to the re-adjustment of work of one or two circles in a number of districts. The new scheme introduced in the Azamgarh district in August 1910 was, in accordance with orders to that effect, subjected to a careful scrutiny by the district staff, and the report on its working after experience of full two years showed that the scheme has proved to be generally satisfactory. In particular, the improvement in the grade pay of patwaris in consequence of the introduction of the standard scale has resulted in a marked improvement in the land records work of the district.

Promotion of kanungos.

8. Three supervisors, of whom one was a diplomate of the Agricultural School, were appointed as permanent sadr kanungos and five officiated in that post. One diplomate and two non-diplomate supervisors were deputed for land acquisition work. One diplomate supervisor was appointed as field checking officer in the Fatehpur settlement, and another diplomate kanungo was deputed to the Allahabad settlement. Four diplomates were selected as approved candidates for naib-tahsildarship and one was as usual selected for that post on the Director's direct nomination. Twenty-nine supervisor kanungos were appointed to officiate as naib-tahsildars and several others acted in that post for short periods. The 24 kanungo candidates who passed the diploma examination of the College last year have, with one exception, been absorbed in filling up permanent or quasi-permanent vacancies in the supervisor kanungo's staff; and of the 20 candidates obtaining the diploma of the College in April 1912, all but eight were absorbed before the close of the year under report.

No sadr kanungo received permanent promotion to tahsildarship, but one was appointed to officiate in that post. A sadr kanungo was nominated by the Director for tahsildarship, but was not selected. The shortage of qualified candidates for the post of supervisor kanungos is becoming acute. Statistics are being prepared and recommendations on the subject will be submitted shortly.

Promotion of patwaris.

9. The number of patwaris appointed as assistant registrar kanungos permanently was seven. One patwari was appointed as a partition amin permanently and several others officiated in that post. Forty-six patwaris acted temporarily as assistant registrars, supervisors and in other appointments besides partition aminships. Five were exempted by the Director from the educational test.

Education of patwaris.

10. The percentage of patwaris holding the patwari school certificate shows a further advance from 93·8 last year to 94·3 during the year of report, while exemptions show a fall from 2·1 to 1·9 per cent. and unpassed patwaris from 4·1 to 3·8 per cent. In order to overcome the difficulty in securing qualified men for appointment as patwaris in south Mirzapur, 10 scholarships of Rs. 6 per mensem each, tenable for two years, to be

given to *bona fide* residents of this tract for studying at the Mirzapur patwari school, were sanctioned, and the Collector has reported that the concession is being taken advantage of by those for whom it is intended, but the number of vacant posts is still large. Great difficulty is experienced in getting candidates for patwarishipsin the trans-Jumna part of the Allahabad district. The quesion of granting local allowances in the most unpopular circles is under consideration.

11. The proposal of the Collector of Jhansi supported by the Commissioner of the division for the permanent removal of the patwari school from the head quarters to Mau, which was under the consideration of the Board of Revenue, has, since the close of the year, been sanctioned, subject to the condition that the Collector will make special arrangements for the supervision of the school; a report being submitted for final decision after a year.

Improvements to the patwari school at Gorakhpur are in progress and are expected to be completed this year. The Collector has referred again to the need for providing a boarding house for the school. A few other districts have made similar applications. Boarding houses are no doubt desirable, but the funds at the disposal of the department are insufficient even for school buildings. Funds were allotted during the year for the construction of a school at Muttra and to meet part of the cost of a similar building at Cawnpore.

The patwari school inspector was again unable to devote sufficient time to his regular work of inspecting the schools, as he was for a greater portion of the year occupied with the survey training classes and work in connection with the revision of maps in the districts shortly to come under settlement.

Residence of patwaris.

12. The percentage of resident patwaris was slightly above that of the last year, being 81·8 against 81·6, while there was a further fall in the percentage of non-residents from 10 last year to 9·5 in the year of report. There was a slight increase in exemptions the percentage rising from 8·4 to 8·7. The districts in which decrease in the number of residents was marked are (1) Saharanpur, where it is said to be nominal, being due to correction of figures, and (2) Fatehpur, where it is due to action having been deferred owing to settlement and to no less than 51 posts being vacant. Vigorous action is reported to have been taken in Moradabad to enforce residence, with the result that the number of non-residents was reduced from 311 last year to 40 during the year of report, though there was some increase in the number of exemptions. Exemptions were numerous in Gorakhpur also where the Collector has taken action since the close of the year and cancelled a number of them.

Filing of patwaris' statements.

13. There was unusual delay in the filing of patwaris' statements during the year 1910-11 on account of census operations and comparison cannot fairly be made with that year. Compared with the year 1909-10, the percentage of area statements filed by due date rose from 96·5 to 96·7; that of kharif crop statements fell from 97·5 to 96·8; that of rabi crop statements rose from 97·6 to 98·1 and 96·7 per cent. of the holdings and rental statements were submitted in time. Omitting three of the four districts under settlement or record operations where a few of the records were filed after one month, the records were filed within a month after due date in all the districts of the provinces, with the exception of five rabi crop statements in Saharanpur, which were delayed owing to work in connection with the quinquennial settlement in tahsil Roorkee, and of two statements of holdings and rentals in Sultanpur which could not be prepared owing to the records of two villages having been stolen from the patwari. In Meerut, Aligarh, Bijnor, Farrukhabad, Benares, Jaunpur and Ghazipur all the records; in Muzaffarnagar, Cawnpore, Basti and Fyzabad all but one, and in Jalaun all but two records were filed by due date. On the other hand there was noticeable delay in the filing of kharif crop statements in Hamirpur and Gonda. In the former district the date for completion of the kharif partal was extended on account of the lateness of the rains; while in Gonda forms were not supplied punctually by the press.

Testing by supervisors.

14. The amount of testing done was generally above the standard for the province as a whole. The percentage of khasras tested was nearly 8 against the prescribed minimum of 7; that of verification of khataunis 11·2 against 10; that of test of khataunis 14·7 against 5 and that of jamaband's 6 against 5. The only districts in which the percentage in some cases was below the standard were Muttra, Etawah and Fatehpur; where revision of records and settlement operations are in progress. The percentages of errors discovered were in nearly every instance satisfactorily low.

Testing by superior officers.

15. In Dehra Dun, Etah, Farrukhabad, Banda and Sultanpur all the supervisors' circles were tested by the Sub-Divisional officers, while all circles but one were tested in Aligarh, Pilibhit, Jhansi, Jaunpur, Sitapur, Kheri and Partabgarh. The districts in which less than one-half of the circles were inspected are Agra, Bareilly, Budaun, Benares and Lucknow. The deficiency in Bareilly is attributed to extensive quinquennial settlement operations in three tahsils, and that in Lucknow to the transfer of one of the officers early in February, no full powered officer being sent in his place. No explanations for the shortage in the remaining districts have been furnished. Owing to revision of records and settlement in Muttra and Etawah districts respectively no inspection of supervisors' circles was done by the officers of the head quarters staff. An adequate amount of testing appears to have been done on the whole; the exceptions being Aligarh, where jamabandis were neglected, and Mirzapur, where little map testing was done. The tendency on the part of the superior officers to devote more time to checking the original entries not already tested by supervisor kanungos still forms an unsatisfactory feature of the year's figures in a large number of districts. The districts in which it was most noticeable were Saharanpur, Moradabad, Jhansi, Gorakhpur and Naini Tal.

16. The amount of testing done by the tahsildars and their naibs was considerably larger than that of last year, when it suffered on account of the census work. It was adequate in all the districts generally. Outside the hilly district of Dehra Dun, where it was rather small, Agra was the only other district where the testing done by these officers was inadequate.

The sadr kanungos' testing shows a further improvement generally as compared with last year, and the instructions issued by this office from time to time on the quarterly inspection reports requiring these officials to pay greater attention to retesting have been generally followed. The amount of touring done by them was adequate except in a few districts, which include those where record or settlement operations are in progress. The district officers of Saharanpur, Muzaffarnager, Muttra, Agra, Mainpuri, Bijnor, Moradabad, Shahjahanpur, Etawah, Allahabad, Mirzapur, Jaunpur, Ghazipur, Ballia, Basti, Sultanpur and Bara Banki speak well of their sadr kanungos.

17. The modified form of the inspection report was sanctioned and introduced. It continues to be popular with the officers.

Maintenance of boundary marks.

18. The condition of boundary marks is generally reported to be fair and the work of maintaining them has received attention everywhere. In Gonda, where the work had been neglected for sometime past steps are being taken to put it on a satisfactory footing. No solution has yet been reached of the difficulty of boundary demarcation in the alluvial tracts of the Ballia district. The question will again be considered locally in consultation with the Collector during the cold weather.

Map correction.

19. From Bulandshahr the complaint has been received that, owing to there having been no survey for a long time, the maps are far from satisfactory. The majority of maps in the Hardoi district are said to be in a hopeless condition, owing to absence of survey at the last revision of settlement. For the same reason the state of the maps in the Saharanpur district is unsatisfactory. Resurvey was found necessary in a number of villages in Gonda, and the difficulty in keeping up to date the maps of *tarai* areas in Pilibhit, of alluvial area in Ballia and of *halbandi* villages in Basti continues. Elsewhere the maps are reported to be in fair to good condition.

20. A special training class for patwaris was held at Muttra and classes for the training of backward patwaris in Jhansi were held at tahsil head quarters. The new scheme of map correction is on its trial in seven districts. A report on its working will be submitted in July next.

21. In view of the settlement of the Agra district shortly falling due enquiry as to the condition of the maps there was made by a departmental inspector.

Concealment of rents.

22. Eleven districts report cases of concealment of assets. In Agra on the verification of khataunis Rs. 3,468 were recorded as rent paid in excess and in Etawah concealment of Rs. 750 was detected. In Gorakhpur attestation by supervisor kanungos disclosed a concealment of Rs. 7,500 in 206 villages. The work of getting the

rent rolls corrected in Basti is progressing slowly. During the year in this district 10,000 fictitious khudkasht entries were corrected and from 14,200 fields the names of absconded tenants were removed. The attestation of pattas resulted in an increase of Rs. 550 in the rent rolls. The efforts to improve the land records in the district are most satisfactory.

23. The practice of taking high nazranas as a condition for renewal of the lease is reported to be prevalent in Gorakhpur, Partabgarh and Bara Banki.

There is no doubt that efforts to discover the correct rent roll in Gorakhpur and some other districts have disclosed only small percentage of the concealed assets.

Preparation and maintenance of tahsil registers.

24. The tahsil registers are generally reported to be up to date and to have been examined by sub-divisional officers. In Bijnor, notes in one tahsil were not written owing to changes of officers; while in Kheri steps have been taken for the record of notes which appear to have been omitted for some years past. The district officers of Saharanpur, Basti and Unao have complained that the notes recorded are not very illuminating, or useful.

Pargana handbooks of tahsils Ghosi, Nizamabad, Sagri, Mahul and Deogaon of the Azamgarh district were issued during the year. The tract and circle registers for Basti and Gorakhpur were completed. The revised pargana books and mauza and pargana registers of the Fatehpur district are being compiled in the Settlement office there.

Officers' inspections.

25. Details of the tours made by Director and Deputy Director have been given in Chapter I. No special officer was deputed for land records work in any district.

26. Inspections of land records work were as usual done in districts by the inspectors attached to the department.

Amendment of rules.

27. The most important amendments made were those relating to the rules for weeding of patwaris' records. Under the new rules the khewats will be preserved at the tahsil until a formal revision takes place. As regards the record of cultivating rights it has been decided to retain this in the khatauni for a series of fifteen years, whether or not a revision of records occurs in the interval; and it has also been decided to make no change for the present in regard to the retention of the current khasras, though it will perhaps be possible to shorten this period later on when the khataunis have further advanced towards accuracy. Of the other amendments those made in the disciplinary rules of patwaris in consequence of the extension of the powers of the Sub-Divisional officers only require specific mention, the rest being formal.

CHAPTER III.

SURVEY AND REVISION OF RECORDS.

28. The maps prepared by the patwaris and surveyors in tahsils Mahaban and Sadabad of the Muttra district were subjected to a final check by an inspector with expert knowledge, with the result that the work has been well done; and after testing some of the maps in the villages the Director is satisfied that the Settlement Officer would be able to accept them confidently as the working basis of his settlement without any further corrections. The quality of the work and its early date completion reflect credit on both Mr. Ibbotson, I.C.S., in charge of the work and Babu Nand Lal, the inspector. The Senior Member of the Board has also expressed his appreciation of the creditable results of the year's work.

29. An inspector with similar qualifications has been deputed to the Allahabad settlement, where the work of revision is going on on the same lines as in Etawah and Fatehpur. The revision of records in certain parts of Ghazipur and pargana Kaswar Raja of the Benares district was carried out during the year by Thakur Lekhraj Singh, Deputy Collector.

I have the honour to be,

SIR,

Your most obedient servant,

H. R. C. HAILEY,

Director.

REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER 1913.

LIBRARY OF THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY

ALLAHABAD:

PRINTED BY F. LUKER, SUPDT., GOVERNMENT PRESS, UNITED PROVINCES.

1914.

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Report on the administration of the Land Records in the United Provinces for the year ending 30th September 1913.

No. $\frac{1024}{\text{I-390A}}$.

FROM

THE HON'BLE MR. H. R. C. HAILEY, I.C.S.,

DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,

UNITED PROVINCES,

To -

THE SECRETARY TO THE BOARD OF REVENUE,

UNITED PROVINCES,

Dated Lucknow, the 27th January 1914.

SIR,

I HAVE the honour to submit the report on the administration of the land records of the United Provinces for the year ending 30th September 1913.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. The post of Director was held by me and that of Deputy Director of Land Records by Mr. W. Raw, I.C.S., throughout the year.

Tours of officers.

3. For the greater part of November I remained at Cawnpore in connection with the training of junior civilians; the rest of my tour concerns agricultural matters and need not be detailed in this report.

4. The Deputy Director toured throughout the cold weather and for six weeks during the rains. A good part of November and a fortnight of March were spent at Cawnpore in connection with the training classes of junior civilians and Probationary Deputy Collectors. From early in December until the end of January he toured in the Gorakhpur district collecting materials for the settlement forecast report, with an interval of 5 days spent on a visit to Calcutta to attend a conference on Emigration to Assam, and another on a rapid tour through Azamgarh, Ghazipur, and Ballia—the last to inspect the *diara* villages, where the question of map correction and erection of boundary pillars is under consideration. During the rest of the cold weather the sadr kanungos' offices were inspected in the following districts:—Cawnpore, Farrukhabad, Mainpuri, Etah, Etawah, Basti, Fyzabad, Bara Banki, Hamirpur, Banda, Jhansi, Jalaun, Unao, Allahabad, Partabgarh, Sultanpur, Rae Bareli, Bareilly, Budaun, Agra, Muttra, Aligarh, Bulandshahr, Meerut, and Moradabad. The survey work in the Kashipur tahsil of Naini Tal district was inspected late in April. During the rains tour he visited Bareilly, Lucknow, Allahabad, Cawnpore, Jhansi, Agra, Saharanpur, Muzaffarnagar, Meerut, and Moradabad. During the year about 100 registration sub-offices were inspected. These are nearly all at tahsil headquarters and a hurried inspection of the registrar kanungos' office was made at most of them.

CHAPTER II.

LAND RECORDS.

Establishment.

5. Sanction was accorded to the appointment of two skilled surveyors during the year, but it has not yet been found possible to get suitable men for these non-pensionable

posts. Since the close of the year one surveyor has been appointed temporarily on Rs. 100 per mensem to test and report on the maps of the Bulandshahr district. The only addition to the land records staff during the year was an extra assistant registrar kanungo for the Meerut district.

Enquiries were made during the year regarding the adequacy of the pay of supervisor kanungos and the necessity for decreasing the size and increasing the number of their circles. Recommendations of district officers and Commissioners on the subject have been received and are being considered and a report on the question will be submitted to the Board of Revenue shortly.

Revision of circles.

6. In the Benares district the pay of 29 patwaris who were drawing Rs. 6 per mensem in the Family Domains of the Maharaja, now transferred to British territory, was raised to Rs. 7 to bring it on a level with the lowest grade pay prevailing in the rest of the district. Similarly the pay of one assistant was raised from Rs. 5 to Rs. 6. In the Allahabad district owing to the unhealthy climate and unfavourable local conditions in tahsil Meja great difficulty was experienced in filling up the posts of assistant patwaris and the grant of local allowances to assistants was recommended by the district authorities. On the suggestion of the Deputy Director of Land Records and on reconsideration of the proposals, however, a proposal for an increase from Rs. 6 to Rs. 7 per mensem of the pay of 9 assistants was submitted and sanctioned by Government. A few other changes in two or three districts were sanctioned.

7. There was some discussion on a proposal of the Collector of Budaun recommending the permanent retention of the 64 assistant patwaris previously sanctioned for 6 years for certain *bhur* circles in the district. As it appeared from the correspondence with the Collector that several other circles required, or will shortly require, assistants the Board have ordered that a general scheme of redistribution of circles should be considered and proposals are being awaited.

Promotion of kanungos.

8. Three supervisors, one of whom was a diplomate, were appointed permanent sadr kanungos and four officiated in that post. Two supervisors, both diplomates, were permanently appointed, while two others got sub pro tem. appointments as naib-tahsildars. Four supervisors, all of them diplomates, were selected as approved candidates for naib-tahsildarship and one diplomate of the agricultural college was, as usual, selected on direct nomination by the Director. One supervisor was appointed as surbarahkar Court of Wards and another as ziladar in the Canal department.

Difficulty is still experienced in finding qualified candidates to fill temporary and permanent vacancies in several districts, but the supply has been increased by the acceptance of students who had passed the agricultural college examinations in all subjects taught under the curriculum recently introduced, while those students who had spent one year or two years at the college are now undergoing survey training and will be available after May next.

No sadr kanungo received permanent promotion to tahsildarship, but the sadr kanungo of Bijnor officiated in that capacity. The sadr kanungo of Allahabad was again nominated by the Director for tahsildarship, but he was not accepted. Owing to his inability to do much outdoor work the sadr kanungo of Hamirpur was appointed as a probationary Sub-Registrar.

Promotion of patwaris.

9. Six patwaris were appointed as permanent assistant registrar kanungos and 86 officiated either as assistant registrars or supervisor kanungos. Two were appointed as partition amins and one as a copyist. Four were appointed as settlement munsarims and a number officiated temporarily as partition amins and on other appointments. Five were exempted by the Director from the educational test.

Education of patwaris.

10. The percentage of patwaris holding the patwari school certificate has risen from 94·3 to 94·8, while those of exemptions and unpassed patwaris have fallen from 1·9 and 3·8 to 1·6 and 3·6 respectively. The sanction to the grant of scholarships to *bona fide* residents of south Mirzapur for studying at the patwari school has been extended for a further period of two years. The steps taken in the Allahabad district for securing qualified men in tahsil Meja have been described in a previous paragraph.

11. As the attendance of candidates in the Haldwani patwari school in the Naini Tal district is very low in the summer season it has been decided, with the sanction of the Board of Revenue, to keep the school open only for the winter season. The question of the establishment of a special school for patwaris at Almora for service in the hills which was advocated by the local authorities has received the general approval of Government since the close of the year and a definite scheme will be formulated and submitted to Government. Funds were allotted during the year for the construction of a patwari school at Lucknow.

12. In the two half-yearly examinations held during the year the percentage of success in each subject is given below :—

Practical survey	...	... 77
Map work	...	... 78
Mensuration	...	... 56
Arithmetic	...	... 54
Patwari rules	...	... 65
Reading and writing	...	... 81

The examination in survey and map work is conducted by the district authorities and little control can be exercised by the department. There is certainly room for improvement in the training of candidates, in these subjects. The results in mensuration and arithmetic may appear discouraging, but there is no shortage of candidates and a reasonably high standard is insisted upon.

Residence of patwaris.

13. The Fatehpur district report does not give returns regarding residence of patwaris, as attempts to enforce residence are being held in abeyance while settlement operations are going on. Taking the previous year's figures for this district 82·5 per cent. of the patwaris of the province are resident as against 81·8 in the previous year; 8·5 per cent. are exempted and 9·0 per cent non-resident without permission as against 8·7 per cent. and 9·5 per cent. respectively in the previous year. Most of the unauthorised absentees are newly appointed men. The percentage of non-residents has not increased except in the recently transferred part of Benares district and in Bulandshahr, Budaun, and Basti. Attention was called to the large number of non-residents in the trans-Jumna parganas of Allahabad, but the Collector points out that the exempted patwaris mostly live close to their circles and the non-residence is more nominal than real.

Filing of patwaris' statements.

14. The degree of punctuality in filing the records noticed last year was not maintained during the year of report and the percentage of area statements filed on or before due date fell from 96·7 to 95·3, that of kharif crop statements from 96·8 to 94·5, that of rabi crop statements from 98·1 to 94·9 and that of statements of holdings and rentals from 96·7 to 94·9. The percentage of papers filed late was not serious except in the three districts under settlement and, in the case of kharif statements only, in Gonda where there was delay in the supply of forms. Steps have been taken to avoid a recurrence of this delay on the part of the press. The only other district in which papers were filed more than one month after due date was Saharanpur, and here the delay concerned only five rabi crop statements. All records were filed in time in Bijnor, Furrukhabad, Jaunpur, Ghazipur, Ballia, and Fyzabad and in Etah, Shahjahanpur, Benares, Azamgarh, Lucknow, and Sitapur, only one record was filed late.

Testing by supervisors.

15. The amount of testing done was above the prescribed minimum in the case of all records, the percentages being 8 for khasras against the prescribed minimum of 7; 11·8 for khatauni verification against 10; 6·3 for jamabandi testing against 5 and 23·8 for khatauni testing against the prescribed 5. The percentage in the case of the last-named test must, however be taken with some reservation as owing to the change of the unit of test from 'the field' to 'the holding' district returns show large differences, some taking the holding as the unit in their returns, while others still adhere to the old 'field' unit. In no case, however, except Mirzapur, where the deficiency is not explained, has the percentage of test of the khatauni fallen below the prescribed minimum. The only districts where the percentages fell short of the standard were Muttra, Etawah, and Fatehpur, where the testing could not be done owing to the progress of work in connection with settlement. The percentages of error discovered, in the case of all the records, were for the province as a whole about the same as last year.

Testing by superior officers.

16. All the circles were tested by the officers of the head-quarters' staff in the districts of Dehra Dun, Meerut, Aligarh, Etah, Shahjahanpur, Jhansi, Sitapur, Sultanpur, Partabgarh, and Bara Banki; while all but one were tested in Farrukhabad, Jalaun, Hamirpur and Rae Bareli. Excluding Muttra, Etawah, Fatehpur, and Allahabad, where record or settlement operations were in progress, the only district in which less than one-half of the circles were inspected was Mainpuri and the reason assigned is that out of 10 circles in the district 7 had been inspected last year and this year's inspections were consequently confined to the 3 remaining circles. For the province as a whole the amount of testing done by the sub-divisional officers exceeded the last year's figures in the case of khasras, verification of khataunis, jamabandis, and maps. The khewat test was somewhat lower than last year, while no definite conclusion can be drawn regarding the test of khataunis as owing to the change in the unit of test the figures do not admit of comparison. The amount of work was inadequate in Pilibhit, where maps were altogether neglected. The reason assigned is that the district was so under-staffed that besides the Collector only one officer was able to go on tour. The test of khatauni was neglected in Jhansi and Jalaun and no explanation has been furnished as to the deficiency. As might be expected, the amount of inspection by the officers of the head-quarters' staff was short in the districts under record or settlement operations. In no less than 26 districts the tendency to devote too much time to testing and too little to retesting is again noticeable but it was most marked in Moradabad, Hamirpur, and Lucknow.

17. The amount of testing done by tahsildars and their naibs was generally greater than that done last year and more attention—though still not enough—was paid to retesting. In the case of testing of khewats a falling-off is noticeable in a number of districts for which no reasons have been given in the majority of the district reports, while in others the district officers have noticed the deficiency and have either brought the matter to the attention of the officers concerned or have given adequate reasons for the short testing.

The amount of testing done by sadr kanungos was adequate and the proportions of "tested" and "retested" entries were generally proper. Judged by the number of mistakes found testing by the head-quarters' staff would appear to be less careful than that done by sadr kanungos. There is reason to apprehend that, owing to the ever-increasing complexity of the duties of the head-quarters' staff, supervision of land records is being relegated to a position quite incommensurate with its importance.

Maintenance of boundary marks.

18. The boundary marks are generally reported to be in a satisfactory condition and the matter has received attention everywhere. In Benares a large number of these marks are wanting in pargana Kaswar Raja and necessary steps are being taken to replace them. The question of putting permanent boundary pillars in alluvial areas in the Ballia district is still under enquiry. The Deputy Director visited the district in the last cold weather and submitted a note to the Board who have called for estimates of the probable expenditure on a resurvey and revision of records and these estimates are now under preparation. In Gonda the provision of stone boundary marks, their erection and the recovery of the cost has given as before an enormous amount of trouble, but at last what is believed to be a workable system has been devised and it is hoped to clear off all old cases in the course of the next few months.

Map correction.

19. The Commissioner of Lucknow brought to notice the unsatisfactory state of the maps of the Unao district. They are probably in much the same condition as those of other districts which have never been satisfactorily surveyed. The Deputy Commissioner of Hardoi writes that all attempts to get the patwaris to correct the maps have failed as the original maps were so incorrect. He remarks "the village records are not kept up as correctly as is desirable in a criminally litigious district like Hardoi. The matter is of utmost importance from the point of view of the district administration. Incorrect records not infrequently lead to riots and other serious crime besides the avoidable civil and revenue litigation." A special report has been called for by the Board on the condition of the Saharanpur

maps. The reports received from the district officers from time to time would indicate that a complete resurvey will be necessary for the next revision of settlement. The maps will be examined by the Deputy Director during the present cold weather. I shall myself examine the maps of the Bulandshahr district, which are said to be in a very bad condition, in connection with the preparation of the settlement forecast. Special attention has been paid to the improvement of the maps in the Tarai portion of the Puranpur tahsil of Pilibhit. The condition of the maps of the Benares district will, in accordance with the orders of the Board, be examined by the local authorities during the present cold weather. The steps now being taken to improve the maps of the *diara* tracts of the Ballia district have been referred to above.

20. A report on the new scheme of map correction experimentally introduced in 7 districts on Mr. Hoare's initiative has been submitted to the Board. It is unnecessary to refer here to the suggestions made therein for the better maintenance of maps, beyond saying that marked improvement may reasonably to expected as a result of the more thorough training in survey of candidates for the post of supervisor kanungos. Given good maps to start with and moderate stability in cultivation much greater success than is now obtained is possible in keeping maps up to date to an extent sufficient for ordinary purposes for a period of about 30 years, and the Deputy Director proposes to submit for the Board's approval simple rules for the guidance of patwaris and supervisors.

Concealment of rents.

21. The reports from 8 districts say that rents are concealed, while concealment is suspected in other districts, but few glaring instances are brought to light. In Gorakhpur attestation of rents in 104 villages resulted in the addition of Rs. 5,200 to the recorded rentroll. The practice of taking nazrana as a condition of renewal of leases is reported from Gorakhpur Lucknow, Basti, Partabgarh, and Bara Banki. In Basti district 4,000 fictitious khudkasht entries were corrected and the names of absconding tenants removed in the case of 18,000 fields.

22. The systematic testing of the khewats with the settlement record of rights and with the subsequent entries in the mutation register was continued in Gorakhpur, with the result that numerous mistakes were rectified. In Basti the testing of khewats revealed 9,200 mistakes. Mutation work in the latter district was lighter than in the previous year except in tahsil Basti where it was heavy owing to the introduction of the supplementary khewats.

Preparation and maintenance of tahsil registers.

23. These registers are generally reported to have been kept up to date and examined by sub-divisional officers except in Pilibhit where some of the notes recorded were not clear and attention of the sub-divisional officers was drawn to the matter and in Kheri where notes were not recorded and orders have been issued for their record now. The Collector of Gorakhpur has noted that the remarks and explanations recorded appear in the majority of cases to be stereotyped and not of a very illuminating character and he has drawn the special attention of the sub-divisional officers to this. The remark would apply with equal force, I fear, to most districts.

24. The revised circle registers of the Cawnpore district were completed by the special staff of this department. The revised pargana books, mauza registers, and pargana registers of the Etawah and Fatehpur districts are being compiled in the settlement offices there and those for pargana Kaswar Raja in the Benares district are being compiled in the Collector's office by special clerks sanctioned by this department.

Officers' inspections.

25. The Director and Deputy Director's tours have been referred to in chapter I. No special officer was deputed for land records work in any district.

Amendment of rules.

26. The alterations made in the rules were mostly of a formal character. The only amendments of any importance were those made in consequence of the rules relating to assessment of revenue on land formerly occupied by groves and the reduction of revenue on land newly planted with groves whichwere issued by the Board. The amendments were directed towards bringing the land records procedure in agreement with the Board's rules.

CHAPTER III.

SURVEY AND REVISION OF RECORDS.

27. Systematic map correction was continued in the Muttra district until the receipt of orders postponing the revision of settlement. The net result of the operations carried out has been to provide the tahsils of Mahaban, Sadabad, Chhata, and Mat with a complete set of new and up-to-date maps. The Collector writes "these corrected maps will be a great gain and the careful attention of patwaris and kanungos will be required to maintain them in their present accuracy until the period of the current settlement expires. It is unfortunate that just this year when the new numbering had to be brought into force a failure of the monsoon should have occurred entailing much extra work on the patwaris in the shape of famine relief operations." He continues "I cannot speak too highly of the excellent work done by Mr. Ibbotson throughout the time he was in charge of survey operations. He was indefatigable and seemed able to infuse a good share of his own energy into his subordinates. Babu Nand Lal's work too was deserving of all praise and my best acknowledgments are due to Mr. Ibbotson and him for the successful results attained." Babu Nand Lal has now been appointed survey officer in Gorakhpur district and the Deputy Director reports that he is working extremely well.

28. The revision of records in talukas Auntahi Chatarsal and Hata in the Ghazipur district was completed last year, but the work of fairing the records was commenced and finished during the year of report and the operations were declared to be closed in June 1913. Special measures are being taken to bring the khewats of the Dhobi taluka in the Jaunpur district up to date. The Collector of Ballia has stated that the general state of the papers is unsatisfactory. The confusion started with bad compilation at settlement and nothing has been done to amend this since until last year. He has recommended a complete revision of records.

Map correction and revision of records was continued in the districts of Fatehpur, Etawah, and Allahabad under the supervision of the settlement officers. The maps of the Kashipur tahsil of Naini Tal district were corrected, and a certain number of villages resurveyed, under the supervision of Khan Bahadur M. Fasih Uddin, sub-divisional officer, who made also a good start in the preliminary work in connection with the revision of records. The proposals regarding map correction and revision of records submitted with the settlement forecast report of the Gorakhpur district were sanctioned and map correction has now been started.

GENERAL.

29. During the year it was decided to take away kanungo students from the agricultural college and to start a separate training school for them. The course will consist of one year spent at the school followed by six months on survey and record preparation in districts under record operations. The school was started in November 1913 and a note on its working will be given in the report for the current year.

I have the honour to be,

SIR,

Your most obedient servant,

H. R. C. HAILEY,

Director.

REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER 1914.

ALLAHABAD:

PRINTED BY W. C. ABEL, OFFG. SUPDT., GOVERNMENT PRESS, UNITED PROVINCES.

1915.

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3	Paragraph 13, line 10 ...	949	94·9
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4	„ 19 „ 14 ...	correction intro-duced	correction, intro-duced

Report on the administration of the Land Records in the United Provinces for the year ending 30th September 1914.

No. $\frac{820}{1\text{-}430A}$

FROM

THE HON'BLE MR. H. R. C. HAILEY, I.C.S.,

DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,

UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,

UNITED PROVINCES.

Dated Lucknow, the 4th February 1915.

SIR,

I HAVE the honour to submit the report on the administration of the land records of the United Provinces for the year ending 30th September 1914.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. I held the post of Director, and Mr. W. Raw that of Deputy Director, of Land Records throughout the year.

Tours of officers.

3. My tours mainly concern agricultural matters. My principal tour concerning land records last cold weather was one of about a month, from the middle of January to the middle of February, in connection with the enquiry into the condition of maps of the Bulandshahr district and preparation of the settlement forecast.

4. The Deputy Director remained on tour throughout the cold weather and for about four weeks during the rains. In the first fortnight of November and for the greater part of March he remained in Cawnpore in connection with the training classes for junior civilians, Probationary Deputy Collectors and kanungo and amin candidates deputed for survey training. The month of December was spent in the inspection and supervision of the map correction work in progress in the Gorakhpur district. In January he toured in the Basti district examining the condition of maps and inspecting work in connection with the preparation of the settlement forecast report of that district. In the rest of his tour he inspected the head quarters land records work in Shahjahanpur, Kheri, Etawah, Mainpuri, Farrukhabad, Jaunpur, Benares, Mirzapur and Bahraich and also visited the following districts:—Sitapur, Agra, Etah, Gonda, Fyzabad, Sultanpur, Partabgarh, Allahabad, Fatehpur, Unao, Aligarh, Bulandshahr, Meerut, Muzaffarnagar, Saharanpur, Dehra Dun, Hardoi, Basti and Gorakhpur.

CHAPTER II.

LAND RECORDS.

Establishment.

5. During the year a temporary surveyor was employed for about three months to test and report on the maps of the Bulandshahr district. Permanent appointments to the sanctioned posts of skilled surveyors have not been made.

The question of improving the efficiency and raising the pay of the kanungo staff of the province was examined in the light of recommendations of district officers and Commissioners and definite proposals on the subject were formulated, which are now before the Board of Revenue.

Revision of circles.

6. The scheme of the Collector of Ghazipur for the revision of patwaris' circles and pay in his district was examined and, with a few modifications, recommended for sanction. This has been accorded since the close of the year. Sanction was accorded during the year to alterations in patwaris' circles and pay in the Tarai as recommended by the Commissioner of Kumaun division and with the approval of the Board a readjustment of work was carried out in certain circles in the Ballia district. The patwari staff of Unao district was strengthened by the appointment of six additional assistant patwaris to circles in which work had increased largely since the last revision of circles. Other changes were unimportant and call for no remarks.

The scheme for the redistribution of circles in the Budaun district is still with the local authorities to whom it was returned for completion of certain details.

Promotion of kanungos.

7. Babu Sant Lal, Inspector of kanungos, was selected as an approved candidate and has since been appointed a Probationary Deputy Collector. Babu Mahtab Singh, sadr kanungo of Bijnor, was selected as an approved candidate for tahsildarship and continues to act in that post, while the sadr kanungo of Bareilly was temporarily appointed as an officiating tahsildar. The sadr kanungo of Jaunpur was appointed as General Superintendent of the Collector's office in that district and the sadr kanungo of Partabgarh was, on retiring from that office, appointed as teacher of kanungo subjects in the Kanungo School. The sadr kanungo nominated by me for tahsildarship was passed over both in the year under report and in the previous year.

Four supervisors, three of whom are diplomates, were permanently promoted as sadr kanungos and four officiated in that post; four were appointed as naib tahsildars and 39 officiated in that post, four of the latter holding sub. pro tem. appointments. Eight supervisors, (seven diplomates and one non-diplomate), were selected as approved candidates for naib-tahsildarship, and one diplomate of the Kanungo School was nominated by Director. One supervisor and one supernumerary kanungo were appointed in the Agricultural department.

Promotion of patwaris.

8. Eight patwaris were appointed as permanent assistant registrar kanungos and many officiated as assistant registrars or supervisor kanungos. Three were appointed partition amins and 30 officiated in that post. Six were exempted by me from the educational test.

Education of patwaris.

9. There was a further rise from 94·8 last year to 95·5 in the year under report in the percentage of patwaris holding the patwari school certificate. The percentage of exemptions fell from 1·6 to 1·5 and of unpassed patwaris from 3·6 to 3.

10. With a view to encouraging students from the hilly tract of tahsils Meja and Bara in the Allahabad district to join the patwari school at Meja, sanction was accorded to the grant of four scholarships, each tenable for five months, to boys coming from that tract and the experiment will be watched with interest. It is already being tried in Mirzapur, where, judging from the Collector's remarks in the district land records report, the results have not been as encouraging as was anticipated. He however hopes for better results from a change in the teaching staff which has been carried out at his request. Proposals for the special patwari school at Almora for the training of patwaris for service in the hills have been accepted by Government and some points of detail in the rules for admission to and control of the school are being considered. A building for the accommodation of the patwari school at Agra was constructed during the year.

11. The percentages of success for the whole province in the two half yearly examinations held during the year were as follows :—

Subject.	*Percentage of success.*	
	Year of report.	Last year.
Practical survey	... 77	77
Map work	... 80	78
Mensuration	... 68	56
Arithmetic	... 57	54
Patwari rules	... 66	65
Reading and writing	... 83	81

The examinations are at present held twice a year and the results indicate that the training which can be given in five months is inadequate, and a course spread over about eleven months with a vacation of a month or six weeks would be more beneficial than two courses of five months, during each of which the candidate is rushed through the whole curriculum : with annual examinations the training in survey could be undertaken in the cold weather and made much more thorough, the teaching during the first session of the year being confined mainly to other subjects. I am inviting the opinions of district officers on the suggested change and will submit a report on receipt of their views.

Residence of patwaris.

12. Owing to the non-enforcement of the rules regarding residence during the currency of settlement operations statistics on the subject have not been given in the report from Fatehpur. Similarly statistics for tahsil Pilibhit have not been shown in the report from that district. Omitting these two districts the percentage of resident patwaris in the province was 83 and of exempted and non-resident patwaries 8·6 and 8·4 respectively. This shows an improvement as compared with last year when the percentages of the three classes were 82·5, 8·5 and 9 respectively. District returns do not indicate any noticeable increase in the number of unauthorized absentees; the so-called non-residents generally represent either vacant posts or conditional appointments.

An advance for house-building was sactioned to a patwari in the Hamirpur district and the grant of a similar advance to another patwari in the same district has lately been recomended.

Filing of patwaris' statements.

13. With famine or scarcity prevailing in a number of districts some delay in the filing of papers was inevitable. It is however gratifying to note that except in districts where settlement or record operations were in progress the delay was not serious. For the province as a whole the percentage of area statements filed on due date fell from 95·3 last year to 92 during the year under report and of statements of holdings and rentals from 94·9 to 93·6. On the other hand, there was some improvement in the case of kharif crop and rabi crop statements, 95·3 per cent. of which were filed within time as against 94·5 of kharif statements and 94·9 of rabi statements last year. The only district where noticeable delay occurred is Jhansi where area statements in respect of 395 villages and statements of holdings and rentals in respect of 631 villages were filed after due dates owing, it is said, to the patwaris having remained engaged on gratuitous relief work. In Muzaffarnagar, Aligarh, Bijnor, Moradabad, Farrukhabad, Cawnpore and Ghazipur all the records and in Benares, Jaunpur, Ballia, Azamgarh, Rae Bareli, Fyzabad, Bahraich, Partabgarh and Bara Banki all but one were filed in time.

Testing by supervisors.

14. The employment of supervisor kanungos as circle officers in famine arrangements in some districts, and the performance of their regular duties being entrusted to temporary substitutes, had its effect on the amount and quality of testing work. The testing of khasras and jamabandis, though not below the prescribed minimum of 7 and 5 per cent. respectively, was not much above it, being only 7·8 and 5·9 against 8 and 6·3 last year. The percentage of verification of khatauni was 11·1 against 10, the prescribed standard, and that of test of khatauni 20·3 against 5. Outside the districts under settlement operations the only districts in which the amount of testing was noticeably less than the standard were Budaun where there was a deficiency in the test of khasras and in verification of khataunis, and Azamgarh where the latter test as well as the test of jamabandis was short of the minimum. The percentage of khatauni holdings tested is reported from Naini Tal at the abnormally high figure of 61·23 and the reason assigned for the increase is that on account of the Bhabhar settlement a far greater number of khataunis had to be tested. The percentage of errors discovered was about usual and calls for no remarks.

Testing by superior officers.

15. There was an all round decrease in the amount of testing done by the head quarters' staff, the chief contributory cause of which was the exceedingly small amount done in the Jhansi division on account of famine, notably in the districts of Jhansi and Banda where the testing was markedly deficient. The Commissioner does not regard the work as satisfactory and has remarked on the report from Jhansi that

the head quarters' staff being constantly on tour ought not to have neglected this work to the extent they did. Apart from Bundelkhand, and leaving out the districts under settlement operations in which inspection work is hampered on account of the land records staff being employed in the settlement, the only district where very little testing was done was Budaun, where the test of khataunis and jamabandis was entirely neglected. Of the three kanungo circles due for inspection during the year only one was done in this district and the errors discovered suggest that inspection was not very thorough. No testing at all was done in Dehra Dun, where there are only two circles and these had been inspected in the previous year. The Superintendent has remarked that it is regretable that the Sub-Divisional officer omitted to inspect the two circles in spite of distinct instructions. Excluding the districts noted above and the districts of Jhansi and Hamirpur, where only two circles in each case were inspected, the prescribed number of circles were tested. In Meerut, Muttra, Sitapur and Bara Banki all the circles and in Farrukhabad and Partabgarh all but one were inspected. The returns indicate a decline in the tendency to devote too much time to "testing" and too little to "retesting", Jaunpur and Fyzabad being the only districts where the numbers of 'tested' entries checked were markedly larger than those of 'retested' ones.

16. The tahsildars and their naibs did less testing than last year in the case of all the records. The amount of testing by these officers in the Shahjahanpur district was much less than last year in all branches of the work and no explanation is forthcoming in the district report about this shortness.

17. The sadr kanungos on the whole show better work than last year and the amount of their testing was generally greater except in the test of Khataunis and Maps. Due attention was paid by these officials to the proportions of 'tested' and 'retested' entries and the time spent by them on tour was generally sufficient except in the districts under settlement or relief operations.

Maintenance of boundary marks.

18. Proper steps for the maintenance of boundary marks have been taken everywhere and the condition of the marks is generally reported to be satisfactory. In Jhansi alone the work of repairing these marks is reported to be behind hand owing to the prevailing scarcity in the district. The system introduced last year in Gonda has proved successful and much progress has been made in clearing off old cases, all of which the Duputy Commissioner hopes will be finished by June 1915 at the latest. A scheme for putting permanent boundary marks in alluvial areas in the Ballia district has been drawn up. It has been approved by the Board of Revenue and is being experimentally tried in five large villages. The more difficult part of the work—that of fixing the positions of the two mile pillars—has been done by a Kanungo Inspector deputed by the Department, but all the pillars could not be fixed before the breaking of rains interrupted operations. The Dumraon Raj has agreed to lend the servcies of an overseer to supervise the work that still remains to be done in these villages.

Map correction.

19. The maps of the Bulandshahr district were examined by me and those of the Saharanpur district by the Deputy Director Land Records. These are two of the districts which have never had a cadastral survey based on an accurate traverse of village boundaries, and Govenment has decided that such a survey is not necessary for the approaching revision of settlement. Systematic map correction, carried out by the district staff, will make the maps as good as were the old maps at last settlement, and special attention will be devoted to area extraction where there is reason to believe that the field areas now recorded are incorrect.

Enquiries made into the condition of maps of the Benares district showed that they are not in so bad a condition as previous correspondence indicated. All that is required is that special attention should be paid by the patwaris to getting the maps up to date. They can incorporate all changes without special training. The experimental scheme of map correction introduced in seven districts on Mr. Hoare's initiative, was dropped with the sanction of Government.

20. The proposals made by the Board of Revenue with regard to the reproduction by mechanical process of the maps in districts where map correction may from time to time be undertaken were accepted by Government. They have been communicated to the settlement officers concerned for their guidance. They

aim not only at reduction of cost, but also at lessening the routine burden of settlement work, at reducing the number of men temporarily engaged and at eliminating the errors which are liable to occur in traces made by hand.

Concealment of rents.

21. Concealment is reported from nine districts and suspected concealment from two others. Attestation of leases and agreements in Basti district resulted in an increase of Rs. 5,467 in the recorded rental and the testing of khewats revealed 6,500 mistakes. The reports from Gorakhpur, Partabgarh and Bara Banki state that the practice of taking *nazrana* in these districts is very common.

Preparation and maintenance of tahsil registers.

22. The tahsil registers are reported to have been generally kept up to date and examined by sub-divisional officers except in Saharanpur, where noting in the pargana books was neglected, and in Bara Banki, where they were not properly examined. In both districts orders have been issued drawing attention to the matter. In Azamgarh, on the other hand, special attention was paid to the examination of all the pargana books and careful inquiries were made which disclosed remarkably few cases calling for attention.

23. The pargana books and mauza registers of the *cis-Jumna* portion of Auraiya have already been compiled and the pargana books of the *cis-Jumna* portion of Bharthana are being prepared in the settlement office at Etawah. In the Fatehpur settlement office the registers of 619 out of 1,556 villages have been prepared and those of the remaining villages will be prepared by the end of February 1915. The work of compiling these registers for the portion of the Allahabad district under settlement will be taken up this year. Compilation for pargana Kaswar Raja in the Benares district was completed.

Officers' inspections.

24. The tours made by Director and the Deputy Director Land Records have been mentioned in Chapter I. No officer was specially deputed for land records work in any district.

Amendment of rules.

25. Among the amendments to rules made during the year mention may be made (1) of the alterations made in the rules in Agra province relating to the entry as 'frar' of tenants abandoning their holdings, and (2) of the revision of the rules relating to the selection and training of candidates for the post of supervisor kanungos consequent on the opening of a separate school for training of kanungos.

CHAPTER III.

SURVEY AND REVISION OF RECORDS.

26. Map correction was carried out, and revision of records taken in hand, in the Haveli pargana of Gorakhpur district, the tract which comes under settlement operations during the current year. This pargana has a considerable area of new cultivation, and many villages, chiefly those bordering on the forest area, were given a new internal survey. The boundary traverses made for the last revision of settlement were quite accurate. In the majority of villages map correction consisted of showing accurately sub-division and union of fields, with resurvey of occasional blocks. In these the annual corrections made by the patwaris in the ordinary course of their duties gave better maps than many districts in the provinces can ever aspire to, unless they are professionally surveyed in future, but regular revision, under adequate supervision, was undoubtedly called for. The old maps were so good when they were made, and the process of bringing them up to date is so simple, that it would be a great pity to start the new settlement with anything but really good maps. As a rule fields are very small and sub-divisions have been numerous, rendering renumbering essential. The corrections made during the last thirty years were more or less haphazard, though the recorded areas of the different parts of sub-divided fields were usually more nearly correct than the division lines shewn on the maps. These lines, as often as not, were smudged or indistinct, and especially with renumbering necessary, it would be practically impossible to make a moderately accurate trace of the map in every day use. All that was done was to have all changes made since the regular survey incorporated in the original sheets prepared at that survey. This was done by the patwaris, and the only expense incurred, beyond that which would be

unavoidable under any system, was the cost of supervision. In addition to the pay of two survey officers this consisted of the cost of munsarims and chainmen. One munsarim on Rs. 30 per mensem with a chainman on Rs. 6 per mensem supervised the work of resurvey and map correction in about 15 patwaris circles, while the six supervisor kanungos took over a large portion of the pargana, each acting as munsarim in a somewhat smaller circle.

27. Thirty-six kanungo candidates, who had completed their preliminary training at Cawnpore, worked as surveyors, and the best of them were, later, put on as munsarims. The maps, after resurvey or correction as the case might be, were traced and, by the courtesy of the Bihar and Orissa survey department, printed copies were made in their office. There is every reason to believe that they will prove to have attained a high standard of accuracy. The patwaris of the remaining parganas of Maharajganj tahsil, and of the whole of the sadr tahsil and half of Padrauna were trained in survey and map correction during the hot weather. An Assistant Record Officer was appointed in May, and the Settlement Officer took over charge in October 1914.

28. In Basti district the maps and records were tested by the Deputy Director of Land Records during the cold weather, and the patwaris of the sadr tahsil were trained in survey and map correction, under the supervision of Babu Murli Dhar, Kanungo Inspector, and another Survey Officer appointed locally. Map correction has been started in this tahsil, since the close of the year, on the same lines as in Gorakhpur, though in Basti the amount of resurvey found necessary is inconsiderable.

29. Operations in tahsil Kashipur of the Naini Tal district were carried on till March when orders of postponement were received. Owing to the field boundaries having been intentionally destroyed resurvey was found necessary in certain villages of the Gonda district and it was carried out by patwaris and amins at the cost of zamindar. Measures for bringing the khewats of the Dhobi *taluka* in the Jaunpur district up to date are in progress.

The Collector of Ballia has remarked again on the state of records in the district and thinks that nothing short of a thorough revision of records can evolve order out of the chaos in which the village papers are. The Commissioner agrees with him that special measures are necessary.

General.

Training of Kanungo candidates.

30. The year saw the removal of candidates for supervisor kanungoship from the Agricultural College and the opening of the Kanungo Training School. The final location of this school is doubtful but for the present it is at Cawnpore. From the point of view of the Agricultural College, it was felt that the admission of kanungo students was a drawback. From the point of view of the Land Records department it was felt that the technical education given at the College was unnecessary, while the length and expense of the three years' course kept away candidates who would make good kanungos. The course now consists of a year's training at the school, the curriculum including Revenue and Rent Acts, the Board Circulars bearing on the duties of kanungos, a preliminary training in survey, Hindi and Urdu, with simple and practical instruction in elementary Agriculture. Those who pass the school examination at the end of the year are sent to a district under survey or map correction operations to acquire a thorough practical knowledge of survey and preparation of records. During the year under report the students who came in for this latter training were those who had been for two years or one year at the Agricultural College. Twenty of these were deputed to Allahabad and 36 to Gorakhpur. The Settlement Officer of the former district and the Collector of the latter reported that they shewed keenness in their work and in addition to acquiring a good training, gave useful assistance in the operations in hand.

31. Under the supervision of the Deputy Director of Land Records the School was put in the charge of M. Abdul Aziz, Probationary Deputy Collector, as Principal, assisted by M. Abdul Hasan Khan, Kanungo Inspector, Pt. Som Nath, retired Sadr Kanungo, and Babu Jagannath Prasad, as instructors in Survey, Kanungo rules and Agriculture respectively. The quality of the instruction given may be judged by the fact that, though the pass standard was put at two-thirds of full marks in all subjects except Agriculture, 38 out of 40 students passed, and

most of them were much above the standard. In Agriculture the results were very discouraging. I have not yet been able to spare one of the staff to act as instructor in this subject for the current year. The 38 successful students are now attached to the Gorakhpur and Basti districts to complete their survey training. The Deputy Director Land Records has seen the progress of map correction work in the latter district. The students there are giving much satisfaction and it is found advantageous to make over to them work which was being done by paid munsarims and amins. Since the end of the year Pt. Kashi Nath, M. A., Deputy Collector, has been appointed Principal of the School.

As was anticipated, the change in the course of training has resulted in a large increase in the number of candidates for admission, and it is now possible to exercise discretion in selection, where, previously, almost every candidate nominated had to be selected. This year there were 93 nominations to fill 40 vacancies. The Collector of Meerut, who nominated four candidates reported that, in consequence of the new rules, a large number of applications were received, of which 19 were from fully qualified candidates.

I have the honour to be,
SIR,
Your most obedient servant,

H. R. C. HAILEY,
Director.

REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1915.

ALLAHABAD:

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS, UNITED PROVINCES.

1916.

[Prescribed maximum limit of the report, 10 pages.]

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List of corrections to the Report on the Administration of the Land Records in the United Provinces for the year ending 30th September, 1915.

Page.	Description.	*For*—	*Read*—
	Table of Contents, paragraphs 20-21, against map correction.	Pages. 4—6	Pages 4—5.
3	Paragraph 13, line 10 ...	Rental ...	Rentals.
4	Paragraph 18, entry against Khatauni Test.	Te-tTested ...	Tested.
5	Paragraph 22, line 7	Rs. 2,174 ...	Rs. 2,874.

Report on the administration of the Land Records in the United Provinces for the year ending 30th September 1915.

No. $\frac{783}{1-477A}$

FROM

THE HON'BLE MR. H. R. C. HAILEY, I.C.S.,
DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,
UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 2nd February, 1916.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September 1915. The report from the Agra district, due on the 31st October, was not received in my office till 17th December; while that from Gorakhpur has not come up to the time of writing this report.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. Throughout the year the office of Director was held by me and that of Deputy Director by Mr. W. Raw.

Tours of officers.

3. The tours I made during the year were all in connection with agricultural matters. In the course of one of these tours I had occasion to inspect the sadr kanungo's office at Dehra Dun.

4. From about the middle of October to the end of April the Deputy Director had to remain on tour almost constantly. In October and November he inspected the headquarters land records work in Pilibhit, Kheri, Rae Bareli and Sultanpur, and visited Cawnpore and Allahabad and the districts of Bareilly, Shahjahanpur, Sitapur, Aligarh, Bulandshahr, Partabgarh and Fyzabad. In December and January he toured in the districts of Basti and Gorakhpur supervising the work of map correction and revision of records in progress in those districts. In February and March he conducted at Cawnpore the Probationary Deputy Collectors' training classes, two of which were necessary owing to the large number of officers to be trained. The month of April was spent by him in touring in the Saharanpur district in connection with the preparation of the settlement forecast.

The Deputy Director made the usual six weeks rains tour. He inspected the sadr land records work at Bijnor and visited Nagina in connection with the impending revision of assessment of revenue of land within that municipality. He also visited Unao, Cawnpore and the districts of Agra, Jhansi and Jalaun.

CHAPTER II.

LAND RECORDS.

Establishment.

5. In connection with the proposals for improving the efficiency and raising the pay of the kanungo staff sanction of Government has been accorded to the creation, with effect from the next financial year, of ten extra posts of supervisor kanungos, three on Rs. 50 per mensem, three on Rs. 40 per mensem and four on Rs. 30 per mensem. Proposals for regrading and improving the pay of the kanungo staff have been held in abeyance owing to the present financial stringency.

In pursuance of the proposals of Mr. Pike's committee for revision of staff in district offices, sanctioned in the year of report, the pay of all the registrar kanungos has been raised from Rs. 30 to 35 and that of 281 assistant registrar kanungos from Rs. 20 to Rs. 25. The staff of assistant sadr kanungos has also been affected both as regards numbers and pay. I am not, however, in possession of complete information as to the precise nature of changes effected in individual districts and am making enquiries from district officers.

Revision of circles.

6. The revision and re-allocation of patwaris circles in the Ghazipur district, resulting in an increase of 67, patwari circles and a decrease of 70 in the number of assistants, was given effect to in the year under report. Sanction was also accorded to a partial re-allocation in the Meerut district in consequence of the transfer of certain villages from that district to the new province of Delhi. The scheme for redistribution of circles in the Budaun district was matured and sanctioned, but its introduction has for the present been postponed on account of financial considerations ; and for similar reasons the entertainment of 44 additional patwaris and nine assistants for the Lalitpur sub-division of the Jhansi district has been held over. Since the close of the year sanction has been accorded to the revisions of circles proposed by the Settlement Officers of Etawah and Fatehpur and effect will be given to the new re-allocations proposed by them from the beginning of the next financial year. Proposals for the re-adjustment of patwaris circles and salaries in pargana Kaswar Raja of the Benares district were sanctioned, but at the request of the Collector they will not be enforced till 1917-18. There were certain other minor changes as usual which need not be detailed here.

Promotion of Kanungos.

7. The sadr kanungo of Bareilly was approved for tahsildarship and is officiating in that post. My nominee, M. Mohammad Wazir, sadr kanungo of Allahabad, was also approved and was temporarily appointed a tahsildar. The sadr kanungo of Basti was appointed as a survey officer in that district.

Four supervisor kanungos, one of whom was a diplomate, were appointed sadr kanungos and 10 officiated in that post ; one was appointed to the subordinate agricultural service and one as assistant survey officer. Twenty-six supervisors officiated as naib tahsildars and 16 as takavi naib tahsildars; and seven, all diplomates, were selected as approved candidates for naib tahsildarship. One candidate, who had received two years' training at the Agricultural College, in which he stood first in the examination, was nominated by me for direct appointment as naib tahsildar. The system under which direct appointment to naib tahsildarship was given to the student who stood first in the examination before he had any practical experience as a kanungo has been changed, and a new arrangement adopted. In future the Director each year, after the final examination of the Kanungo Training School, will submit to the Board the names of the first three students with the aggregate marks obtained by each. Of these three students one will be appointed, if suitable, as a naib tahsildar, within a period of two years of the date of the final examination ; this period to include the six months spent in practical training in survey. Towards the end of the period reports on the work of the three kanungos will be called for from the district officers on a consideration of which the selection will be made by the Board.

Promotion of patwaris.

8. Four patwaris were appointed permanent assistant registrar kanungos and 21 officiated as such. Thirteen were appointed temporary supervisors, two as permanent partition amins and two as extra partition amins. One was appointed as naib nazir and seven were exempted by me from the educational test.

Education of patwaris.

9. The percentage of patwaris holding the patwari school certificate rose slightly as compared with last year, being 95·7 against 95·5. Exemptions fell from 1·5 to 1·3, while the percentage of unpassed patwaris was the same as last year. The Collector of Allahabad has reported that the school at Meja has fully justified expectations in that the question of getting qualified patwaris in the trans Jumna tract has been, to a great extent, solved. The grant of scholarships in Mirzapur for the encouragement of students from the hilly tracts has not yet given good results. The Collector reports that out of the six scholarship holders who joined the school in the term commencing from 15th November 1914 only one passed the examination held in April 1915.

10. The provincial percentages of success in the two half yearly examinations held during the year were as follows :—

Subject.	*Percentages of success.* Year of report.	Last year.
Practical survey	78	77
Map work	82	80
Mensuration	69	68
Arithmetic	61	57
Patwari rules	66	66
Reading and writing	83	83

11. No definite conclusions have yet been arrived at in regard to the proposal to hold the patwari school examinations annually instead of half yearly and I am collecting further facts and figures from the district officers.

Residence of patwaris.

12. The percentage of resident patwaris for the provinces as a whole shows a rise from 83·0 to 83·5 while that of non-residents fell from 8·4 to 7·9 and that of exemptions was the same as last year, viz. 8·6. The District Officers are alive to the importance of the subject and necessary measures have been adopted where they seemed to be called for. As usual, non-residence to a noticeable extent is reported from those districts only where enforcement of the rules on the subject has been held in abeyance pending the introduction of new schemes for re-allocation of circles.

Filing of patwaris' statements.

13. For the provinces as a whole, i. e., including the districts where settlement or record operations were in progress and where more or less delay in the filing of papers was bound to occur, the percentage of area statements filed in time was 92·6 against 92·0 last year, of kharif crop statements 94·1 against 95·3, of rabi crop statements 94·9 against 95·3 and of statements of holdings and rentals 96·4 against 93·6. Excluding these districts, however, from the calculation the provincial percentage of the area statements filed on or before due date works out to 98·5 ; of kharif crop statements to 99·0 ; of rabi crop statements to 98·2 and of the statements of holdings and rental to 99·5. This is as good a record of punctuality as can be expected. In Aligarh, Etah, Bijnor, Farrukhabad, Benares, Jaunpur, Ghazipur, Lucknow, Sitapur and Fyzabad all the records were filed within time without exception.

Testing by supervisors.

14. The percentage of khasra entries tested by supervisors was 8 against the prescribed minimum of 7, of khatauni verification 12·4 against the prescribed 10, of jamabandis 6·6 against the standard of 5 and of test of khataunis 22·5 against 20·3 last year. The percentage of the last named item is high because the figures shown as tested include all the new entries and not less than 5 per cent. of the other entries. Except Etawah, where owing to settlement the full standard of khatauni verification could not be worked up to, there was no district in which the amount of testing of any record fell short of the standard, nor was there any marked divergence from the usual percentage of error.

Testing by superior officers.

15. The amount of testing done by officers of the headquarters staff was noticeably larger than in last year and it was particularly so in the Bundelkhand districts where there was a marked deficiency that year. Omitting the districts which were under settlement or record operations, and taking all records together, less testing on the whole was done in the districts of Aligarh, Etah, Benares, Ballia, Rae Bareli and Sultanpur, the amount of the khatauni and jamabandi tests in the first named district as well as in Bijnor being exceptionally low. The shortage in Etah is explained by the Collector as being due to the increase in crime and a vigorous campaign against criminals under the preventive sections of the Criminal Procedure Code, as a result of which the sub-divisional officers were left with very little time for outdoor work. The deficiency in Benares has been noticed by the Collector who notes that attention will be called to the matter ; but the decrease in the other districts has not been explained. The tendency on the part of the officers of the headquarters staff to devote too much time to "testing" and too little to "retesting" continues unfortunately to form a regretable feature of the returns in several districts.

The prescribed number of circles was tested everywhere, and in the districts of Dehra Dun, Mainpuri, Farrukhabad, Jalaun, and Bara Banki all the supervisors'

circles in the district were tested by the sub-divisional officers. Mr. Calnan, Commissioner of Jhansi division, has in this connection remarked that in his experience Assistant Collectors try to do too much when they test the work of all the supervisors in one season, as there is danger of the test being too cursory.

16. The tahsildars and naib tahsildars did better work than last year and more testing was done by them in the case of all records except khataunis and maps. The mistakes found by them were numerically less than those in the year before.

17. The amount of work done by the sadr kanungos was on the whole less than that of last year. As usual these officers paid due attention to the proper proportions of "tested" and "retested" entries and the time spent by them on tour was, with few exceptions, adequate.

18. The following table shows the percentage of errors found by supervising officers.

		Head quarters staff.	Tahsildars.	Sadr kanungos.
Khasra	Re-tested ...	1·6	·8	2·6
	Tested ...	4·3	3·3	7·3
Khatauni Verification	Re-tested ...	·5	·5	1·8
	Tested ...	1·6	1·8	5·1
Khatauni Test ...	Re-tested ...	1·3	·6	3·7
	Te-tTested ...	2·1	1·6	5·4
Jamabandi...	Re-tested ...	1·0	·3	2·0
	Tested ...	1·9	1·7	3·0

These returns indicate that, with, perhaps, an exception in the case of the test of khataunis, and to a less extent in the case of jamabandis, the testing by supervisor kanungos results in the correction of the bulk of the mistakes, in the entries checked, made by patwaris, and that the testing by sadr kanungos is much more careful than that by the headquarters staff or tahsildars. The percentages of errors discovered by the two latter agencies are fairly equal. The proper index of the correctness of the records is the percentage of error in the "tested" entries. From the above statement the percentages appear to be higher than one would like to see them, but by far the greater part of the mistakes found is made up of comparatively unimportant slips—omission of father's name and so on.

Maintenance of boundary marks.

19. The condition of boundary marks is reported generally to be fair, and due attention was paid to the work of their renewal or repair. Good progress continues to be made in Gonda in the disposal of cases relating to these marks and the Commissioner remarks that a good deal of work has been done. In connection with the experimental scheme of fixing permanent boundary marks in alluvial areas in the Ballia district work was first started in five villages for which the scheme was originally sanctioned; but when the base line was decided upon, it was found advantageous to include four more villages in the experiment. The survey work was begun by the surveyor of the Dumraon Raj but he was recalled by the Raj for estate work and so far the six large pillars and only 158 out of 400 of the small ones have been fixed. Endeavours are now being made to find a surveyor who can complete the work, but this is by no means easy. The amount of survey controlled by the department is considerable and we have few semi-trained, and no really good, surveyors at our disposal. The attempt to obtain trained surveyors has failed as, though posts were sanctioned, these are not pensionable. At present two of the five kanungo inspectors (one post is vacant) are working in the Gorakhpur and Basti settlements, one, with little survey training, is testing maps in connection with settlement forecast and the remaining two have no useful knowledge of survey.

Map correction.

20. Outside the districts in which special measures for map correction are being taken in connection with the approaching settlements, and which are separately noticed in Chapter III of this report, the condition of maps is reported by District Officers to be generally satisfactory, and proper attention is being paid to map correction. In Jhansi 140 patwaris were trained in map correction at the tahsil headquarters, and out of these 94 were successful. Increased attention to this branch of work was paid by the sub-divisional officers in the Benares district and the Collector has remarked that the results obtained were satisfactory. It is reported from Hardoi that, for correction of 64 maps in three tahsils of the district, re-survey

was found to be necessary. A special grant was sanctioned for the Kheri district for map correction in certain villages, the majority of which lie in the riverain tract and had been more or less submerged in previous years' floods so that practically a re-survey was required in them. In Gonda the practice of intentionally altering the field boundaries continues, and it is reported that re-survey at the cost of the zamindars was found necessary in no less than 29 villages, of which 26 were in tahsil Atraula alone.

21. Owing to the stock of maps being insufficient in Ghazipur arrangements for re-printing them have been made with the Bihar and Orissa Drawing Office, which has undertaken to print 2,112 copies of 415 maps at a cost of Rs. 560.

Concealment of rents.

22. Cases of concealment are reported from six districts, and it is said to have been suspected in one district. In Basti the work of correcting rent rolls continues, though zamindars, through the fear of increase in revenue at settlement, are reported to be more than ever reluctant to let their tenants disclose the actual rents paid by them. The supervisor kanungos in this district attested 2,118 pattas and 294 agreements and their attestation resulted in an increase of Rs. 2,174 in the rent roll. In Agra, though no direct concealment of rent came to light, the verification of khataunis showed that Rs. 39,000 were paid in excess of the legal demand. The Collector of Etawah has reported that no concealment was detected during the year, but the large extent to which zamindars are now effecting enhancement by consent points to concealment in the past. The collections in Muttra are reported to be very imperfectly recorded owing to the slackness of the zamindars in giving the necessary information to patwaris and to the latter's failure to report the fact. Reports from Kheri, Partabgarh and Bara Banki complain of the extension of the system of exacting enormous nazrana by the zamindars, and this practice is undoubtedly in force in other districts.

23. The Deputy Commissioner of Kheri remarks that, though no proof can be obtained, it is a matter of common knowledge that the practice of selling the right to nominate a patwari exists. In his opinion, as the zamindars no longer pay the patwari rate, the question of revising the rules regarding the appointment of patwaris will have to be taken up in the near future, the present system having many and obvious disadvantages. The same opinion has been expressed to me by other Collectors of experience: the view generally held being that some wider powers of transfer should be allowed to the District Officers.

Preparation and maintenance of tahsil registers.

24. Tahsil registers are generally reported to have been maintained according to rules, but complaints have been made by a number of District Officers and by Commissioners that no notes of value were recorded in the pargana books by sub-divisional officers and that attention has been drawn to the importance of the matter. In Azamgarh the special examination of pargana books was continued and with the same results as last year.

25. The compilation of pargana books and mauza registers for the portion of the district under settlement was done in the settlement office, Allahabad, and the registers for tahsil Pilibhit were compiled in the settlement office of that district.

Officers' inspections.

26. No special officer was appointed for inspection of land records work. The inspections made by Director and the Deputy Director, Land Records, are detailed in Chapter I.

Amendment of rules.

27. None of the amendments to rules made during the year were important enough to require mention here.

CHAPTER III.

Survey and Revision of Records.

28. In the Bulandshahr district the maps of the sadr tahsil were all corrected for settlement and those of Sikandrabad were begun in June and mostly finished. Intikhab sir and khudkasht were prepared for both these tahsils. In Basti district map correction was carried out in the settlement department in the whole of the Basti tahsil and in the mahals other than alluvial in the Harraiya and Khalilabad tahsils. The patwaris of Harraiya and Khalilabad were

trained in map correction in April last; and their services were utilized by the Settlement department in correcting the maps of their tahsils. The Settlement Officer of Deoria informs me that he has already submitted to the Board of Revenue through the Settlement Commissioner a progress report on survey and revision of records for the Deoria portion of the Gorakhpur district.

29. Of the 38 students who passed the Kanungo Training School examination last year 10 were attached to Basti and the remaining 28 to the Gorakhpur district to complete their survey training. In his report on the training of these candidates Mr. Blunt, at Basti, has remarked as follows:—

"This system has proved a success: the candidates themselves were set to do the duties they will have to carry out in after life, whilst, from the point of view of the operations themselves, we have had the advantage of using young men keen on their promotion, instead of munsarims who were rarely efficient and, when efficient, were indifferent." Mr. Stewart, the Settlement Officer of Gorakhpur, under whom the students were trained in that district, writes that from the training the candidates had received in the settlement in survey and *khanapuri* work it may be said with confidence that they had acquired proficiency in the work and their work on the whole was satisfactory.

30. Measures for bringing to date the khewats of Dhobi taluqa in the Jaunpur district are in progress, but the Collector writes that, owing to the peculiar distribution of small fractional shares, coupled with the custom of khud kasht, the entries of shares do not on the whole represent actual facts.

Recommendations of the Collector and Commissioner to the effect that a complete revision of the records of the Ballia district should be undertaken have since the close of the year been forwarded to me by the Board of Revenue with orders that the state of the existing records and maps in the district should be thoroughly examined on the spot by the Deputy Director, Land Records, during the present or next cold weather, and the Board advised as to what is really required. Time will not permit of this work being taken up by the Deputy Director until the cold weather of 1916-17, though a kanungo inspector has been deputed to examine the records locally and to report on their condition.

General.

The Kanungo Training School.

31. It was found necessary to remove the school from Cawnpore as, owing to the large increase in the number of students admitted to the Agricultural College, there was no longer boarding accommodation for these students and those of the Kanungo School. It was accordingly decided to remove the school and, for the present, it has been transferred to Hardoi as a temporary measure and located in the old High School building there. The arrangement is in the nature of a make-shift only, as the accommodation available at Hardoi is sufficient for only 30 students whereas it is required for at least 45. It is hoped that it will, ere long, be found possible to provide suitable accommodation for the school elsewhere. We were just getting into a position to meet the demand for qualified candidates, and the number of nominations of good candidates for admission to the school goes on increasing. The enforced curtailment of admissions, even for a few years, coupled with the increase of ten in the provincial cadre of supervisors, will throw us back for some years to come.

In the annual examination held about the close of the year under report 37 out of the 41 students examined passed completely and two will be re-examined in one subject each after six months. Ten are receiving practical training in survey in Bulandshahr, 15 in Basti and 14 in Gorakhpur. The Deputy Director, Land Records, who took the examination, found that the teaching was distinctly good. The work of the Principal, Pandit Kashi Nath, is of a high order.

I have the honour to be,
Sir,
Your most obedient servant,

H. R. C. HAILEY,
Director.

REPORT

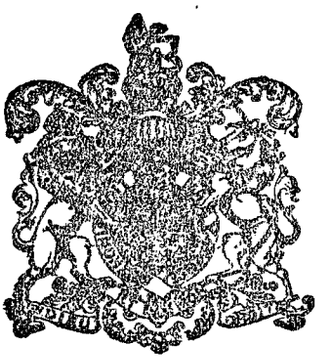
ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1916.



ALLAHABAD:

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1917.

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6	Para 28, line 12	little	a little

Report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1916.

No. 755/I—525A.

FROM

THE HON'BLE MR. H. R. C. HAILEY, C.I.E., I.C.S.,
DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,
UNITED PROVINCES,

TO

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 29th January, 1917.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1916.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. There was no change in the *personnel* of officers, the office of Director being held by me, and that of Deputy Director of Land Records by Mr. Raw.

Tours of officers.

3. My tours being mainly connected with agricultural matters need not be noted here.

4. Mr. Raw, the Deputy Director of Land Records, visited the districts of Bara Banki, Hardoi, Unao, Cawnpore, Farrukhabad, Mainpuri, Etah, Aligarh, Bulandshahr and Meerut in the beginning of the cold weather, and throughout the months of December and January he toured in the district of Muzaffarnagar inspecting land records work in connection with the preparation of the settlement forecast of that district. In February and March he was mainly occupied in conducting the training classes of junior Civilians and Probationary Deputy Collectors at Rurki and in the month of April he visited Saharanpur, Dehra Dun, Mussoorie and Bareilly.

In his rains tour the Deputy Director, in pursuance of orders from the Board of Revenue, made a thorough examination on the spot of the state of the existing records and maps in the Ballia district, and also paid inspection visits to Pilibhit, Saharanpur, Chakrata, Sitapur, Shahjahanpur, Hardoi and Benares.

CHAPTER II.

LAND RECORDS.

Establishment.

5. There is nothing of special interest to be noted under this head except that in consequence of the introduction of the Pike Scheme the assistants to sadr kanungos who formed part of the land records establishment have been transferred to the revenue establishment of the district offices.

Revision of circles.

6. Schemes for redistribution of patwaris' circles in Etawah and Fatehpur proposed by the Settlement Officers of those districts were sanctioned and given effect to during the year. A re-adjustment of work in tappa Utraula of the Gonda district resulting in an

increase of 11 patwaris and one assistant was also carried out. There were a few other smaller changes of which it is unnecessary to make specific mention in this place.

Promotion of kanungos.

7. The sadr kanungo of Jalaun, B. Kali Charan, whom I nominated, was approved for tahsildarship and the sadr kanungo of Lucknow was selected as an approved candidate for naib-tahsildarship in which post he is now officiating.

Three supervisor kanungos, one of whom is a diplomate, were appointed permanent and eight as officiating sadr kanungos. Six diplomate supervisors were selected as approved candidates for naib-tahsildarship and one was appointed permanently to that post. Thirty-three supervisors officiated as naib-tahsildars, one as assistant survey expert, seven as *taqavi* naib tahsildars and two were appointed in the Court of Wards.

Promotion of patwaris.

8. Fourteen patwaris were appointed permanent and 31 as officiating assistant registrar kanungos; 39 acted as supervisors, 51 officiated and 11 were appointed as partition amins. One patwari got an appointment as a *taqavi* muharrir, another as a copyist and two as ziladars in attached estates. With a view to make them eligible for appointment as assistant registrars four patwaris were exempted by me from the educational test, nine from the age rule and seven both from the educational test and the age rule.

Education of patwaris.

9. There was a further rise from 95·7 last year to 96 in the year of report in the provincial percentage of patwaris holding the patwari school certificate, and exemptions fell from 1·3 to 1·1. The percentage of unpassed patwaris was practically the same as in the previous year,—about 2·9. No scholarships were allowed to the residents of the hilly tracts in the Mirzapur district for studying at the patwari school and students from the hilly tracts of the Allahabad district attending the patwari school at Meja proved rather indifferent. So far the experiment of the grant of these scholarships does not appear to have been a success, either at Mirzapur or at Allahabad.

10. For the provinces as a whole the percentages of success in the two half-yearly examinations were as under:—

	Percentage of success.	
	Year of report.	Last year.
Practical survey	79·5	78
Map-work	81	82
Mensuration	59	69
Arithmetic	67	61
Patwari rules	69	66
Reading and writing	86	83

One of the kanungo inspectors attached to the department has been specially deputed this year for inspections of patwari schools.

11. The patwari school at Almora started with the special object of training candidates for service in the hilly portions of the districts of the Kumaun division, was opened during the year. It started with 16 students, six of whom came from Garhwal, four from Naini Tal, and six from Almora. Arrangements have been completed for training in practical survey and other subjects and the result of the final examination of the school will be noticed in the next year's report. It is reported that the school has made a good start and that there is no dearth of candidates.

Residence of patwaris.

12. Of the total number of patwaris in the provinces nearly 82 per cent. are reported resident in their circles, about 9·5 per cent. non-residents, and 8·5 per cent. exempted. The corresponding figures last year were 83·5, 7·9 and 8·6. The increase in the number of non-residents is due to the inclusion of the figures for Fatehpur and Gorakhpur districts which were not available last year and in both of which the number of absentees is large—in the former, because time has been allowed to patwaris to settle in the new circles allotted to them in the recent re-allocation, and in the latter, because owing to settlement enforcement of rules of residence has been partially relaxed. Two other districts, Mirzapur and Sultanpur, also show marked increases in the number of non-resident patwaris; in the first, 31 vacant posts in the two southern tahsils are said to be responsible for the increase and in the second, non-residence is said to be due to collapse of a number of houses owing to floods and heavy rains.

13. Patwaris' statements were filed with fair punctuality and 91·4 per cent. of the area statements, 94·5 per cent. of the *kharif* crop statements, 94·4 per cent. of the *rabi* crop statements and 96·9 per cent. of the statements of holdings and rentals were filed within due dates. As usual, delay occurred chiefly in the districts under settlement operations and, to some extent, in those just released from those operations. The districts of Etah, Bijnor, Benares, Jaunpur, Ghazipur, Sitapur and Fyzabad maintained their reputation in filing all the records within time.

Filing of patwaris' statements.

14. Testing by supervisors exceeded the prescribed minima in the case of all records. In Basti, where, on account of settlement operations, the work of testing was confined to two tahsils only, the amounts of *khasra* test and of *khatauni* verification fell slightly short of the standard. Verification of *khataunis* in the districts of Allahabad, Kheri and Gonda also was somewhat below the standard. A remarkable feature of the year's returns is the generally low percentage of errors discovered by supervisors and the generally high percentage of those detected by the officers of the headquarters staff and sadr kanungos.

Testing by supervisors.

15. On the whole somewhat less testing than last year was done by officers of the headquarters staff, the amount in Muttra being almost negligible owing to the officers being so much occupied with checking crop damage estimates and proposals and administering *taqavi* advances, etc., that they were unable to devote the usual proportion of their time to testing work. The Collector has however issued strict orders for the ensuing camping season that much more attention is to be paid to this work. Marked decreases in the amount of testing are noticeable in the districts of Bareilly and Budaun, where the deficiency is attributed to the small number of kanungo circles being due for inspection in the year of report, the majority having been inspected in the previous year. Testing was rather inadequate in Bulandshahr on account of the sub-divisional officers of two tahsils having been busy with map correction preparatory to settlement, while no explanation is furnished for the insufficiently low amount of *khewat* and *khatauni* tests in Lucknow. Increased attention appears to have been paid by the superior officers to the due proportions of "testing" and "re-testing" and in the returns under review excessive "testing" does not figure so prominently as it did formerly. This may in a measure be attributed to the orders issued by the Board of Revenue on the last year's report and further improvement in this direction may be hoped for as the orders in question were issued about the close of the camping season and only a short time was left for giving full effect to them.

Testing by superior officers.

16. Except in Muttra, where for reasons already stated no supervisor's circle was inspected by officers of the headquarters' staff, and in Bareilly and Budaun, where the number of circles due for inspection was small, the prescribed number was generally worked up to everywhere. In Dehra Dun, Farrukhabad, Jalaun, Lucknow, Sitapur and Bara Banki all circles were inspected.

17. The amount of testing done by tahsildars and naib-tahsildars was on the whole larger than last year in all branches of work except maps. Sadr kanungos did a little less all round. In a number of districts these officials also failed to follow the proper proportions of "testing" and "re-testing" specially in the verification of *khatauni* and in the test of *jamabandi*. The time spent by them on tour was generally sufficient and in three or four districts where it seemed insufficient attention was duly called to the deficiency on receipt of the quarterly reports.

18. The following table shows the percentages of errors found by supervising officers :—

		Headquarters' staff.	Tahsildars.	Sadr kanungos.	Supervisors.
Khasra	Re-tested	1·5	·9	2·4	
	Tested	4·5	3·3	7·4	3·2
Khatauni verification.	Re-tested	·6	·6	1·3	
	Tested	2·3	1·9	4·3	2·0
Khatauni test.	Re-tested	·9	·8	3·4	
	Tested	2·2	2·2	6·0	2·5
Jamabandi	Re-tested	·7	·9	1·6	
	Tested	2·3	1·9	7·8	2·1

Sadr kanungos probably count as errors, and correctly so, clerical slips which are often overlooked by the headquarters' staff. Supervisors discover considerably lower percentages of mistakes than the headquarters' staff and sadr kanungos discover in previously untested entries, and there is still room for considerable improvement in the testing done by the former which is, of course, the most important testing of all. The standard of accuracy obtained varies in different districts, but, generally speaking, there is steady improvement and the percentage of serious mistakes in the record of rights is not considerable.

19. The question of properly maintaining the records in the eastern districts, especially in those of the Gorakhpur division, was referred to me by the Board of Revenue for opinion and suggestions and on my recommendation instructions were issued to the officers of the districts concerned directing that assistant collectors should devote themselves during the cold weather tour to one particular question when examining patwaris' and kanungos' records and that they should discontinue the present practice of indiscriminate examination of all records which produces no effective results and in which no one point is thoroughly looked into.

The Commissioner, Mr. Allen, was of opinion that the Basti records are in a bad condition and that though the Azamgarh records received ordinary attention, they require extraordinary attention in this division, "most other branches of work being subordinate" to this branch. The Collector of Gorakhpur writes "As settlement progresses the extremely bad state of the records in this district is made more and more apparent. Every assistant record officer tells the same story, that they are the worst records he has ever had anything to do with in his experience. Assistant record officers are very far from hopeful that the revised records are even substantially free from mistakes—a suspicion strongly shared by your predecessor, who has asked for a special effort to be made to test the amount of accuracy attained; and this I am arranging for." In his covering letter the Commissioner remarks "if the gloomy view taken by the Collector in paragraph 20 as to the new records not being 'even substantially free from mistakes' is correct, it appears desirable that the Director should have an investigation made as to why the present record operations have proved a failure." The results of checking by different officers are tabulated and show very great variations in the percentages of error discovered. As regards the *khasra*, the Collector himself tested 149 entries and found four mistakes; the three sub-divisional officers who did much checking tested 11,026 entries and found 195 mistakes (under two per cent.); one found no mistakes in 14 re-tested entries and 49 (29 per cent.) in 168 tested entries and the remaining sub-divisional officer who did any checking found 11 mistakes in 382 entries. These officers between them verified 2,640 *khatauni* holdings and found 61 mistakes. Mr. Kharegat, inspecting officer, checked 538 *khasra* entries and found 154 mistakes, while he verified 464 *khatauni* holdings and found 154 mistakes. Supervisor kanungos found 4·4 per cent. of mistakes in *khasra* entries and 3·4 per cent. in *khatauni* holdings verified in Deoria tahsil, the other tahsils being under record or settlement operations. In the previous year, for the bulk of the district, the percentages of error were 4·2 and 2·7 respectively. It is difficult to base any general conclusion on these figures.

Maintenance of boundary marks.

20. The boundary marks are generally reported to be in a satisfactory condition and proper steps are taken for their maintenance. Heavy rains interfered with the work of erecting these marks to some extent in the districts of Banda and Sitapur, but elsewhere it progressed well. The majority of outstanding cases relating to boundary marks in Gonda were disposed of and steps are being taken for the erection of stones in the remaining cases which the Deputy Commissioner hopes will be completed in two months. Not much progress could be made in the work of fixing permanent boundary marks in alluvial areas in the Ballia district and in the short time before the commencement of rains only 40 small pillars were put in by the district board sub-overseer whom the Collector put to the work. The chief difficulty in carrying out the experiment has been the lack of a qualified surveyor. As noticed last year, the department has no staff of trained surveyors and attempts made so far to secure the services of competent men have not proved successful. The Collector is taking up the work this cold weather.

21. The maps are reported to be generally in fair condition and corrections were duly made. Progress made in this branch in the districts under record or settlement operations is noticed separately in chapter III. Training classes for patwaris were held at tahsil headquarters in the Jhansi district and out of 130 patwaris trained 93 were successful. Satisfactory results are reported to have been obtained by the greater attention to this subject paid by the sub-divisional officer in Benares. Action is being taken in Ghazipur for the reprinting, at the Bihar and Orissa drawing office, of maps not available in stock and 217 maps were traced by patwaris. The special grant made to the Kheri district for map correction in villages lying in the riverine tract could not be utilised in full owing to the difficulty in finding qualified men to undertake the work. Arrangements have now been made for completing the work.

Map correction.

22. Seven districts report cases of concealment and five others suspect its existence in a number of cases. In Budaun the kanungos were ordered to pay particular attention to the verification of excess rent, and the result of their efforts was an increase of Rs. 1,400 in the rent roll. The Collector of Basti has reported that one supervisor kanungo discovered concealment of rent in his circle to the extent of Rs. 38,110. Much of this has been disputed by the zamindars, but the enquiries will be found useful by the settlement officer in the coming year. Supervisor kanungos in this district attested 1,666 leases and 21 agreements and the attestation resulted in an increase of Rs. 1,316 in the rent roll.

Concealment of rents.

23. The Deputy Commissioners of Kheri, Partabgarh and Bara Banki continue to complain of the prevalence in their districts of the system of *nazrana*. The first-named officer remarks that very large sums (amounting in some cases to one-third or so of the capital value of the land) are recovered as *nazrana*, when *pattas* are renewed. The system, he says, is so common and the sums received are, in the case of well-to-do tenants, so large that the value of the recorded rent statistics is seriously affected. Full details of individual cases to serve as examples of the practical working of the system have been supplied by him to the Board of Revenue.

24. The tahsil registers are generally reported to be up to date and to have been properly kept up. Rules about recording notes in pargana books were not duly complied with in Budaun and the Collector has issued special orders about this matter.

Preparation and maintenance of tahsil registers.

25. The pargana books in the Ghazipur district were damaged owing to leakage in the roof of the room in which they were stored and it was found necessary to sanction temporary extra establishment to re-write them.

Pargana books and mauza registers for the tracts of which the assessment was announced in the year of report are being prepared in the settlement office at Gorakhpur.

26. The inspections made by Deputy Director of Land Records are noted in paragraph 4. Detailed inspections of land records work in the districts of Etah, Mainpuri, Etawah, Fatehpur, Allahabad, Hamirpur, Jhansi, Jalaun and Benares were made by the kanungo inspectors attached to the department.

Officers' inspections.

27. Two important amendments to the rules were issued during the year. One of these was directed at defining clearly the powers of a settlement officer or a record officer in regard to the patwaris placed at his disposal during the currency of settlement or record operations. By the other amendment it has been provided that at a general revision of records in a tract the patwaris shall be excused from the duty of preparing annual records only for the year following that for which revised records are prepared under the supervision of the record officer and for no other year.

Amendment of rules.

CHAPTER III.

Survey and Revision of Records.

28. In Saharanpur the patwaris of the tracts to be inspected during the first year of settlement operations were trained in survey, area extraction and rules and map-correction was started in May, but early rains stopped the field-work so that maps of only 128 out of 812 villages could be corrected during the year. *Intikhab*

sir and *khudkasht* were prepared and the *jinswar* statements, and the *khewats* were attested by the supervisor kanungos. Corrected maps of 873 villages in tahsils Bulandshahr and Sikandarabad of the Bulandshahr district were sent to the Bihar and Orissa drawing office for reproduction. Attestation of the record of rights has been completed in the former and in all but one pargana of the latter tahsil. Map correction was carried on in Khurja and Anupshahr and the bulk of the work has been completed in the first-named tahsil. In Basti district patwaris of Bansi and Dumariaganj tahsils were trained and maps of about three-fourth of the villages in these tahsils corrected and *intikhab sir* and *khudkasht* prepared. The records of Basti, Harraiya and Khalilabad tahsils were prepared excepting alluvial portions of the two last-named tahsils, and attestation of the remaining half of tahsil Basti and little more than three-fourth of Harraiya and Khalilabad finished. Good progress was also made in the tracing and reproduction of maps in these three tahsils. The work done under the Settlement Officer of Gorakhpur consisted of (1) resurvey, map correction and *khanapuri* of tahsil Bansgaon (exoluding alluvial mahals) and of alluvial mahals of pargana Haveli, Maharajganj and tahsil Sadar ; of (2) attestation of records of tahsil Sadar and parganas Tilpur and Binayakpur of tahsil Maharajganj; and of (3) fairing of records of tahsils Maharajganj and Sadar. No information is available as to the progress of the work under the Deoria Settlement Officer who has intimated that a report on the subject will be submitted direct to the Board through the Settlement Commissioner.

29. The students of the Kanungo Training School deputed for practical training in survey under the Settlement Officers of Gorakhpur and Basti are reported to have worked satisfactorily and to have become proficient in this work.

30. In connection with the proposal for a revision of records in the district, the Deputy Director of Land Records visited Ballia in his rains tour and submitted to the Board of Revenue a detailed report embodying his suggestions on the subject.

GENERAL.

The Kanungo Training School.

31. Of the 30 students admitted to the school one was found unsuitable and was removed after the first quarterly examination and another resigned later, leaving 28. In the final examination 27 of these were successful. These, with the three candidates from the Agricultural college, have been sent to receive practical training in survey and *khanapuri* work under the Collector of Saharanpur and the Settlement Officers of Bulandshahr, Gorakhpur and Basti.

The results of the examination show that the teaching has been very sound and reflect great credit on the staff. The Deputy Director of Land Records who conducted the examination is satisfied that Pandit Kashi Nath, Principal of the school, and his staff have done all that can be done in one year towards turning out well-trained and decent self-respecting officers.

32. As noticed last year, the school is temporarily stationed at Hardoi and owing to shortage of accommodation there is room in it for teaching 30 students only, which number is not sufficient to meet the demand for the services of the diplomates of the school. Our normal yearly requirements for filling up vacancies in districts are about 42 and provision is also essential for a small reserve. Demands for diplomates have had consequently to be refused in many cases. Steps are being taken for providing a permanent abode for the school and it is proposed to locate it at Shahjahanpur. At the instance of the Board of Revenue, the Executive Engineer, Bareilly Provincial Division of the Public Works department, has been requested to furnish an estimate of the approximate cost of constructing a school building at Shahjahanpur and on receipt of that estimate the question of providing funds for the purpose will be considered.

I have the honour to be,

SIR,

Your most obedient servant,

H. R. C. HAILEY,

Director.

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REPORT

ON THE

Administration of the Land Records

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1917.

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Report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1917.

FROM

No. 584/I—572A.

THE HON'BLE MR. H. R. C. HAILEY, C.I.E., I.C.S.,

DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,

UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,

UNITED PROVINCES.

Dated Lucknow, the 8th February, 1918.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1917.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. I held charge of the office of Director, and Mr. Raw was Deputy Director, Land Records, throughout the year.

Tours of officers.

3. My tours being mainly connected with the agricultural activities of the department need not be referred to in this report.

The Deputy Director, Mr. Raw, toured in the districts of Budaun, Moradabad, Bijnor and Saharanpur from early in November until about the middle of February. The latter part of that month and the greater part of March were spent at Roorkee, in connection with the training classes for junior civilians and probationary deputy collectors. In April he visited Muzaffarnagar and the districts of Bareilly, Shahjahanpur, Farrukhabad, Cawnpore, Unao and Sitapur. In his rains tour he visited Saharanpur, Muzaffarnagar, Roorkee, Hardoi, and Bareilly.

CHAPTER II.

LAND RECORDS.

4. The continued rise in the price of paper affected the department very seriously, in view of our large requirements for printing forms for kanungos and patwaris. Up to last year the average annual consumption was 19,500 reams of badami paper (16 lbs.) and 700 reams of brown card for covers. At the rate prices were rising, it became obvious that expenditure on forms would soon be doubled, unless drastic steps were taken to reduce paper consumption. Measures were therefore adopted, in conjunction with district officers, to reduce the consumption of forms to the narrowest possible limits, and at the same time certain forms were recast in such a way as to make them more compact and less expensive in paper. Thus the khasra columns were compressed and printed on a single page, instead of, as heretofore, covering two pages. Space was similarly economized in the siyahas, khataunis and khewats, and the new forms were issued to 12 districts on trial. The amended forms could not be issued to the other districts during the year, as the actual printing had advanced too far when the changes were decided upon. All districts will however use them during the current year and it is hoped that the consumption of badami paper will be reduced to about 11,000

reams. Even so the serious rise in prices will still entail a higher expenditure on forms than under the old conditions.

Establishment.

5. The system hitherto designed to provide supervisor kanungos for service in the Naini Tal Tarai having failed to give satisfactory results, an arrangement has been sanctioned under which selected local patwaris are to be trained in practical work during the cold weather in one of the adjacent plains districts, and these men have been made eligible for appointment as supervisors in the Tarai and Bhabar. The arrangements will be left in the hands of the Commissioner, Kumaun division, subject to the approval of the Director. Ordinary candidates for employment in the Tarai will also continue to be trained at the school as before, and special efforts made to obtain them.

Revision of circles.

6. The re-adjustment of patwaris' circles and salaries in the Kaswar Raja pargana of the Benares district, which was sanctioned in 1915, was carried out during the year of report. It had been temporarily postponed at the request of the Collector. A re-distribution of work in certain patwari circles of the Ballia district involving no change in the sanctioned scale or cost was sanctioned, as proposed by the Collector. The proposals of the local authorities for the re-allocation of circles in the portion of the Allahabad district recently under settlement were, with the approval of the Board of Revenue, returned to the Commissioner for modification in the light of certain suggestions offered by this department. Other changes in connection with the staff of a few districts were sanctioned, but are of minor importance and call for no separate notice.

Promotion of kanungos.

7. Promotion has been brisk. B. Raja Ram, sadr kanungo of Dehra Dun, who is on deputation as a teacher in the Kanungo Training school, was nominated by me for a tahsildarship and was approved by the Board.

Five supervisor kanungos, four of whom were diplomates, were permanently promoted as sadr kanungos and three officiated in that post; three others, two of whom were diplomates, were confirmed as naib-tahsildars, and one diplomate supervisor received sub. *pro tem.* promotion as a naib-tahsildar. Seven supervisors were selected as approved candidates for that post on the nomination of their district officers, whilst one of the three students who stood first at the final examination of the school and whose names were sent up in 1915 in accordance with the new arrangement adopted since that year was also selected. Thirty-two supervisors officiated as naib-tahsildars and five as extra *takavi* naib-tahsildars; the services of one were lent to the Court of Wards as *sarbarahkar* and another was appointed to officiate as assistant survey expert.

Promotion of patwaris.

8. A Naini Tal patwari was promoted to be a supervisor kanungo and 51 other patwaris officiated in temporary vacancies in various districts. Six patwaris were permanently appointed as assistant registrar kanungos and 22 officiated in that post; one patwari was appointed permanently and 26 as officiating partition amins. Five patwaris were exempted by me from the educational test, six from the age rule, and three from both.

Education of patwaris.

9. The percentage of patwaris who hold the school certificate rose from 96 last year to 96·3, while the percentage of exempted and unpassed patwaris fell respectively from 1·1 to ·96 and from 2·9 to 2·74. As reported last year the experiment of granting scholarships to the residents of the hilly tracts in the Allahabad and Mirzapur districts as an inducement to attend the patwari schools has not so far proved a success, and the whole question was, under the orders of the Board, re-examined in consultation with the district officers. To make the scholarships more attractive, their amount has been raised in Mirzapur, and the amount of security taken in Allahabad has been reduced from Rs. 100 to Rs. 50. In the latter district funds have also been provided for the construction at Meja of a new school building with a boarding house attached as recommended by the Collector, and the building will shortly be completed. It is hoped that the candidates from the tracts concerned will be more willing to take advantage of the further facilities provided and that existing difficulties will disappear.

10. The standard of teaching in the patwari schools has received continuous attention and bad work on the part of the teachers has been firmly dealt with. Results have improved and the provincial percentages of success in the two half-yearly examinations compare as below with those of the year before :—

Subject.	Percentage of success.	
	Year of report.	Last year.
Practical Survey	82	79·5
Map Work	85	81
Mensuration	66	59
Arithmetic	71	67
Patwari Rules	75	69
Reading and Writing	84	86

11. In the final examination of the Almora Patwari school, which has been opened with the special object of training candidates for service in the hills, 15 out of the 18 candidates who appeared passed in all subjects. The new session opened with 24 candidates on the roll, nine of whom came from Garhwal, 10 from Almora and five from the Naini Tal district. The school was visited by the Commissioner, the Deputy Commissioner, the Officer in charge and the Deputy Inspector of schools. Training is reported to have been given according to the syllabus and the school appears to be working satisfactorily.

Residence of patwaris.

12. The percentage of resident patwaris for the provinces as a whole rose from 82 last year to 83·5, while that of exemptions fell from 8·5 to 8·3. There was a satisfactory drop in the percentage of non-resident patwaris from 9·5 to 8·2. The majority of district reports indicate that systematic and continuous attention is being paid to this important subject. The only district in which the number of non-resident patwaris is still large is Gorakhpur, where dismissals or removals and deaths or resignations are reported to be responsible. The majority of non-resident patwaris are said to be new men who since appointment have been working in the settlement and have not therefore been able to make the necessary arrangements for houses within their circles.

An advance of Rs. 30 was given during the year to enable a patwari in the Hamirpur district to build a house in his circle.

Filing of patwaris' statements.

13. The percentage of area statements filed in time was 92, of kharif crop statements 92·5, of rabi crop statements 94, and of statements of holdings and rentals 92. There were four districts under record or settlement operations during the year and they are responsible for the bulk of the papers which were filed late. The attention of the Collectors of Gorakhpur, Basti and Bulandshahr was drawn to the change in the rules noticed in last year's report by which the patwaris in districts under record operations are excused from the duty of preparing annual records for one year and no more, and they were requested to see that patwaris returning to their circles from settlement work were prompt in getting to work at the task of bringing their records entirely up to date, particularly in regard to proprietary transfers and map correction.

In Aligarh, Agra, Bijnor, Cawnpore, Jalaun, Benares, Mirzapur, Jaunpur and Ghazipur all the records were filed within time.

Testing by supervisors.

14. For the provinces as a whole the prescribed minimum standard of test was exceeded in the case of all the records, though not to the same extent as last year. Omitting districts under record or settlement operations, the only districts in which the amount of work fell short of the standard were Bijnor and Kheri, in each of which the prescribed minimum of khatauni verifications was not attained. This was, in the former, due to the slackness of certain kanungos against whom steps have been taken, and in the latter is put down to the physical features of the Nighasan tahsil where floods subside very slowly.

The Collector of Ghazipur is generally dissatisfied with the standard of thoroughness exercised both by supervisors and registrar kanungos in that district, and in particular he criticizes the state of the khataunis filed in two tahsils, these records being full of overwritings and corrections which find no place in the errata lists. He has specified certain other irregularities in the land records work of the district which, he thinks, have facilitated forgeries, instances of which he has quoted. Necessary steps have been taken by him and suitable orders issued and he hopes for early improvement as a result of these measures.

The percentage of mistakes found by supervisors is somewhat higher than that of last year but it is generally low as compared with that of the sadr kanungos and officers of the headquarters staff.

Testing by superior officers.

15. The amount of testing done by the officers of the headquarters staff exceeded that done last year, in the case of all records except khewats and maps. Noticeable decreases in the amount of testing occurred only in the districts of Etah, Cawnpore and Sitapur for which the district officers have furnished adequate reasons. The short supply of tents in the first named district, the temporary shortage of officers in the second, and work in connection with the war in the last named district, are reported to be the main causes of short touring by Sub-Divisional Officers. A marked increase in the amount of testing, on the other hand, took place in Budaun; Muttra and Lucknow also show considerable improvement. Insufficient work was alleged against all three districts in last year's report. The hope expressed last year that 'retesting' will receive greater attention from superior officers has not only not been realized, but the tendency to devote too much attention to untested entries appears to have been on the increase during the year of report. It was more or less in evidence in no less than 28 districts of which Saharanpur, Allahabad, Jhansi, Hamirpur, Jaunpur and Naini Tal are prominent. In Dehra Dun, both the test and retest of khataunis and of jamabandis, and in Pilibhit of khataunis were entirely neglected, and no reasons have been given for the omission.

16. Excluding the districts under record or settlement operations the prescribed number of circles was inspected by the superior staff in all districts except Cawnpore and Unao. In the districts of Dehra Dun, Mainpuri, Bijnor, Allahabad, Mirzapur and Lucknow all the circles were inspected.

17. As compared with last year the tahsildars and their naibs did less testing. These officers are required to test the records of every patwari's circle during a cycle of three years and it is unnecessary to discuss their output each year. Where however comment was called for, district officers have drawn attention to any deficiencies noticed in their work. The outturn of the work done by sadr kanungos was on the whole better than last year and more attention was paid by these officials generally to 'retesting' as compared with 'testing.' The time spent by them on tour was generally adequate.

18. The percentage of error found by supervising officers is shown in the following table:—

		Headquarters' staff.	Tahsildars etc.	Sadar kanungos.	Supervisors.
Khasra ...	Re-tested ...	2·3	1·05	2·5	3·3
	Tested ...	4·7	3·5	7·17	
Khatauni verification.	Re-tested ...	1·4	·61	1·63	2·02
	Tested ...	2·5	1·63	4·15	
Khatauni test.	Re-tested ...	1·6	·83	3·4	2·7
	Tested ...	2·8	2·04	6·68	
Jamabandi	Re-tested ...	·97	·6	1·7	2·3
	Tested ...	1·5	1·4	3·53	

The sadr kanungos again found a higher percentage of error than the officers of the headquarters staff or the supervisor kanungos. In previously tested entries also they discovered more mistakes than the headquarters staff and the tahsildars. This was most marked in the case of the Lucknow district where the sadr kanungo is reported to have found nine per cent. of the 'retested' khasra entries wrong, against 1·3 and ·86 respectively found by the officers of the headquarters staff and the tahsildars.

19. In the orders issued by the Board of Revenue last year to the Collectors of the Benares and Gorakhpur divisions directing that Assistant Collectors should devote themselves to one particular question it was laid down that special attention was to be paid during the year of report to the check of the recorded length of tenancies. In Azamgarh this check is reported to have resulted in correction of many entries and in making patwaris more careful in recording the term of cultivation in the annual papers. The other reports from the eastern districts do not refer specifically to the subject or describe the results achieved.

20. A question which arose last year as to the degree of accuracy which was being obtained in the revision of the records in the Gorakhpur district was

considered during the year under report. Both Settlement Officers wrote notes on the point and the Settlement Commissioner examined the position. It was also discussed at the Collector's conference held by the Commissoner of Gorakhpur in April last. There is some reason to believe that the degree of accuracy obtained reached as high a standard as is possible within the limits of the existing law, when the wide-spread collusion between zamindars and tenants and the general backwardness of the tenantry is taken into consideration. That there is an inevitable residuum of inaccuracy is not denied, but this is due to causes deeper than the inadequacy of supervision in ordinary years or to any lack of thoroughness in the methods of assistant record officers. Indeed it is clear that the latter have worked with industry and have acquitted themselves well of their difficult task. The attitude of the parties, apathetic or otherwise, must needs prejudice the accuracy of the records, whilst the existing law makes it difficlut to secure an entirely accurate record of rentals. Until the law compels parties to come forward at attestation and bars claims to rights for the establishment of which an opportunity arose at attestation, no substantial further improvement can be expected in a district like Gorakhpur.

Maintenance of boundary marks.

21. The condition of these marks is generally reported to be good and necessary action was taken for their repair or renewal. In Gonda stones have not yet been fixed, owing to the rains, in a very small percentage of the total cases of the year, but this was to have been done at an early date. Work in connection with the experimental scheme of fixing permanent boundary marks in alluvial areas in the Ballia district was completed during the year. Besides fixing pillars the sub-overseer who did the work has also prepared tracings of the original survey sheets of the area affected and has marked the position of pillars on the tracings and tested their accuracy on the spot. But the Collector proposes to have the accuracy of the work tested further by the tahsildar of Ballia during the cold weather.

Map correction.

22. The condition of maps in districts other than the few under record or settlement operations is generally reported to be good and necessary measures for keeping them up to date were taken. In Allahabad new maps have been supplied to the patwaris of the six tahsils recently under settlement, and in Gorakhpur similar maps of villages in tahsil Sadr and in one pargana of tahsil Maharajganj have been received from the Government Press. The grant of Rs. 1,136 made to the Ghazipur district for tracing and reprinting maps not in stock could not be utilized and has been renewed. There are a number of other districts which have not a sufficient stock of maps required for sale to the public but owing to the financial stringency it is not possible to provide funds for renewing stocks at present. For want of capable men the maps of 22 villages situated in the jungle tracts of the Kheri district, where the maps require special attention, could not be finished within the year. The Deputy Commissioner of Gonda reports that the practice of intentionally altering field boundaries still continues and that consequently resurvey was found necessary in 32 villages in tahsil Utraula. The Commissioner has however remarked that the resurvey of villages without putting them under resurvey under section 48 of the Revenue Act is of questionable expediency.

Concealment of rents.

23. Concealment of rents is reported from four districts and in two others it was suspected. Continued special efforts made by the kanungos in the Budaun district resulted in a further increase of Rs. 3,650 in the rent-roll. The work of correcting rent rolls in the Basti district could not proceed on the previous scale in consequence of the settlement; 829 leases and 226 agreements were however attested. The practice of taking *nazrana* at the time of renewal of leases is mentioned as being generally prevalent in Hardoi, Kheri, Partabgarh and Bara Banki.

Preparation and maintenance of tahsil registers.

24. The registers are reported to have been properly maintained in accordance with the rules in all districts except Etawah where the Collector reports that more care is required in some tahsils in the compilation of pargana books and mauza registers. Pargana books were again neglected in Budaun and the Collector has asked the Sub-Divisional Officers to remedy the

defects. Useful notes for entry in the pargana books written by the Sub-Divisional Officers in the Banda district and in tahsils Chunar and Mirzapur in the Mirzapur district are specially mentioned. New village registers are being compiled in the Settlement offices at Gorakhpur and Basti.

Officers' inspections.

25. Tours of inspection made by the Deputy Director have been specified in paragraph 3. Of the kanungo inspectors attached to the department M. Haji Muhammad Khan, B.A., carried out detailed inspections of land records work in the districts of Benares, Partabgarh, Bara Banki, Unao and Sultanpur; Babu Ganga Charan, B. A., in the districts of Fatehpur, Aligarh and Sitapur, and M. Ahmad Nazir in the Pilibhit, Mirzapur and Fyzabad districts. Of the other two inspectors Babu Ram Narain was employed throughout the year in supervising map correction work in connection with the settlements of the Bulandshahr and Muzaffarnagar districts, and Babu Murli Dhar's time was devoted partly to the inspection of patwari schools in a number of districts and partly to teaching survey and other allied subjects at the Agricultural College.

Amendment of rules.

26. Of changes in the rules made during the year the only one requiring specific mention is that by which the supervisor's register of khatauni holdings tested was abolished. This was a bulky register kept in 3 or 4 volumes by each supervisor kanungo. Moreover owing to constant changes in the serial numbers of khatauni holdings it failed to some extent to secure the objects for which it was introduced in 1907, namely, "to enable the supervisor to see that the whole khatauni of each mahal comes under scrutiny periodically." This object will now be attained by the rule as revised, and there will at the same time be a saving of labour and paper.

CHAPTER III.

SURVEY AND REVISION OF RECORDS.

27. The work done in the Saharanpur district was as follows:—

(1) Map correction and *Khanapuri* in the whole of tahsil Deoband and in portions of tahsils Saharanpur and Roorkee,
(2) Training of patwaris of certain parganas in the last named two tahsils and in the whole of tahsil Nakur,
(3) Preparation of *Intikhab sir and khudkasht* in the portion under map correction,
(4) Preparation and distribution of khewat and khatauni slips, and
(5) Preparation of annual statistics, *terijes* of khataunis and khewats in office.

In the Bulandshahr district the fairing of all records of tahsils Bulandshahr and Sikandrabad was completed and the patwaris and kanungos released from settlement work; map correction in tahsils Khurja and Anupshahr was thoroughly and systematically checked and attestation of records in these two tahsils was carried out in excellent time. Tracing is also reported to have been completed and all the maps have been sent to the drawing office for reproduction. The Settlement Officer speaks well of the land records staff including Babu Ram Narain, kanungo inspector, whose services were placed at his disposal by this department. In the Basti settlement all the records and maps of tahsils Domariaganj and Bansi except those of the alluvial portions were prepared and corrected, and attestation of the remaining one-fourth of the Harraiya and Khalilabad tahsils and the whole of tahsils Domariaganj and Bansi (except the alluvial mahal) was finished. The *tartib* work of Harraiya and Khalilabad was completed and that of Domariaganj and Bansi was begun during the year. The tracing of maps was finished and all except about three-fourths of those of tahsils Bansi and Domariaganj were reproduced. The chief work done under the Settlement Officer of Gorakhpur was as follows:—

(a) Resurvey, map correction and *Khanapuri* of the alluvial mahals of tahsil Bansgaon and pargana Tilpur and of the portion of the Azamgarh district.
(b) Attestation of tahsil Bansgaon, alluvial mahals of pargana Tilpur and of the Azamgarh portion.
(c) Fairing of records of part of tahsil Bansgaon.

The Deoria Settlement Officer has, as last year, indicated that his report on survey and revision of records carried out during the year will be submitted direct to the Board through the Settlement Commissioner.

28. The passed students of the Kanungo Training School who were sent to work in the districts of Saharanpur, Bulandshahr, Gorakhpur and Basti received practical training in the survey and *Khanapuri* work in progress in those districts and were awarded certificates of proficiency.

GENERAL.

Kanungo Traning School.

29. Pandit Kashi Nath, M.A., was Principal of the school till 9th April, 1917, when he was appointed supervisor in a Labour Corps and proceeded to France. Thakur Lekhraj Singh, B.A., was appointed Principal with effect from 1st July, and took over charge on that date.

30 The number of students originally admitted was 32, but one subsequently left the school. Of the 31 who sat for the final examination in September only one failed to pass. Sixteen of the successful students have been deputed to work in the Saharanpur Settlement in order to receive practical training in survey and record work and the remaining 14 are working in the Muzaffarnagar district.

In the opinion of Mr. Raw, who conducted the examination, the standard was not as good as last year, there being too great a tendency to trust entirely to the memory. Difficult questions of some intricacy or requiring thought and not mere memory work were not answered well. Omitting the student who failed, the average marks obtained were:—

Mensuration	74	out of 100.
Rules	72	,, ,, 100.
Acts	78	,, ,, 100.
Survey	117	,, ,, 150.

31. The shortage of qualified diplomates to meet the full demand in the provinces continues. The project for the construction of a school building at Shahjahanpur prepared by the Public Works department at my request has been administratively sanctioned, but owing to the present financial pressure it has not been found possible to provide funds to finance it in next year's budget. The building when constructed will provide accommodation for 50 students and is estimated to cost Rs. 46,000. The position is unfortunate as instead of keeping abreast of requirements we are falling behind year by year and the longer we have to wait for the school, the longer will it take to make up our leeway.

I have the honour to be,

Sir,

Your most obedient servant,

H. R. C. HAILEY,

Director.

REPORT

ON THE

ADMINISTRATION OF THE LAND RECORDS

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1918.

ALLAHABAD:

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS, UNITED PROVINCES.

1919.

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'24.—Officers' inspections' *read* pages "5 and 6" *for* "6."

'25.—Amendment Rules' *read* page "6" *for* "*ib.*"

Report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1918.

No. 703/I—599A.

FROM

THE HON'BLE MR. H. R. C. HAILEY, C.I.E., I.C.S.,

DIRECTOR, DEPARTMENT OF LAND RECORDS AND AGRICULTURE,

UNITED PROVINCES,

TO

THE SECRETARY TO THE BOARD OF REVENUE,

UNITED PROVINCES.

Dated Lucknow, the 3rd February, 1919.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September 1918. The report from the Agra district which was due in my office on 31st October 1918 was not received until 4th January 1919.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. The office of Director was held by me throughout the year. Mr. Raw was Deputy Director of Land Records up to the 7th of November 1917, when he was succeeded by Mr. G. B. Lambert who filled the post till after the close of the year.

Tours of officers.

3. My tours were, as usual, connected with the agricultural work of the Department and it is therefore not necessary to note them here.

After taking over charge as Deputy Director Mr. Lambert visited the districts of Sitapur, Shahjahanpur and Bareilly up to the third week of November and after visiting Rurki towards the close of that month he toured in the districts of Muzaffarnagar, Meerut, Bulandshahr, Aligarh and Agra up to the end of January. In the first three weeks of February he toured in the Muttra and portions of the Aligarh districts and in the fourth week of that month and in the early part of March he conducted at Aligarh the land records class for Junior Civilians and Probationary Deputy Collectors; his tour in the districts of Etah, Budaun and Bareilly occupying the rest of the month of March. In April he visited Shahjahanpur, Sitapur and Pilibhit, and inspected the Kanungo Training School at Hardoi. In his rains tour he again inspected the Kanungo Training School at Hardoi and paid visits to Sitapur, Benares, Ghazipur, Allahabad and Shahjahanpur.

CHAPTER II.

LAND RECORDS.

4. The measures adopted with a view to reduce the consumption of paper used in the patwari forms, mention of which was made in the last year's report, proved eminently successful and the total annual consumption of *badami* paper was kept within the limits estimated, viz., 11,000 reams as compared with 19,500 reams before these economies were effected. Owing, however, to the serious rise in prices, even with this reduction in consumption, the cost rose by about Rs. 15,000.

Establishment.

5. Under the new arrangement for providing supervisor kanungos for the Naini Tal Tarai noticed last year two selected local patwaris were sent for training to the districts of Bareilly and Gonda, and, after completing their training there were employed, one as a patwari school teacher at Khatima, and the other as a supervisor kanungo in

Sattarganj. As desired by the Board of Revenue, they will receive six months' special training in survey and map correction work in the Muzaffarnagar settlement this cold weather.

Revision of circles.

6. The proposals of the local authorities for the readjustment of the existing patwari circles and the revision of the patwari establishment in the Kashipur Sub-Division of the Naini Tal district, which involved no change in expenditure, were sanctioned during the year. Modified proposals in respect of the re-allocation of patwari circles in the six tahsils of the Allahabad district, which were recently under settlement, have been received from the district and are being examined. Minor changes in the staff of one or two other districts were also made.

Promotion of kanungos.

7. Prospects of promotion in this line continue to be good and the year's record was in every way encouraging. Two diplomate sadr kanungos viz. Pandit Ganesh Dat of Fyzabad and M. Afzalullah of Azamgarh were selected by the Board as approved candidates for tahsildarship; the first as my nominee, and the other as the nominee of the district authorities. The sadr kanungo of Dehra Dun was appointed to act as a naib tahsildar in a temporary vacancy.

Seven supervisor kanungos, of whom five were diplomates, secured permanent promotions as sadr kanungos and five were appointed to officiate in that appointment. Four were appointed as permanent naib tahsildars, and one acted as a *takavi* naib tahsildar; besides some 35 others who were appointed to act in officiating vacancies. The number of supervisors selected as approved candidates for naib tahsildarship was 13 against 7 last year; while one passed student of the kanungo training school was selected on my direct recommendation. Another student of that school who had served with a labour corps in France was, in recognition of his services there, appointed a naib tahsildar by the Local Government. A special feature of the year was the employment of a number of supervisor kanungos on work in connection with the collection of *bhusa* for the army, and the Officer on special duty under the United Provinces War Board has remarked that on the whole they performed their duties with credit, the work being entirely new to them and in many cases particularly heavy.

Promotion of patwaris.

8. Eight patwaris were permanently promoted as assistant registrar kanungos; while 25 others received officiating promotions as such. One got a permanent post of partition amin and 41 were appointed in officiating vacancies; two were appointed as extra amins. Thirty-eight were appointed to act as supervisor kanungos; one as a naib nazir and another as a copyist. Three patwaris were exempted by me from the educational test, three from the age rule and ten from both.

Education of patwaris.

9. The percentage of patwaris holding the school certificate was slightly less, being 96 against 96·3 last year; that of exemptions was practically the same, while that of unpassed patwaris rose from 2·74 to 3. The increase was, however, nominal as it consisted mainly of vacant posts which are included under this head.

It is perhaps too early to form a definite opinion as to the results of the changes introduced last year in the system of granting scholarships to the students from the hilly tracts of the Allahabad and Mirzapur districts as an inducement to join the patwari school, and it is probably on this account that the reports from the two districts are silent on the subject. From Mirzapur it is, however, reported that only one student is getting the scholarship at present.

The construction of the new school building and the boarding house at Meja in the Allahabad district was completed.

10. Improvement in the results of the patwari schools continues and the percentages of success during the year of report compare very favourably with those of the previous year as shown below:—

	Percentage of success.	
	Year of report.	Last year.
Practical survey	85·6	82
Map work	85·8	85
Mensuration	75·8	66
Arithmetic	72·5	71
Patwari rules	77·5	75
Reading and writing	89	84

Under the rules pertaining to that institution the results of the special patwari school at Almora which trains candidates for service in the hills are submitted to the Deputy Commissioner and do not come to me. I am therefore not in a position to offer comments on them.

Residence of patwaris.

11. The provincial percentages of resident, exempted and non-resident patwaris do not differ materially from the figures of the last year, being 83·3, 8·1 and 8·6 respectively against 83·5, 8·3 and 8·2 and call for no remarks. The comparatively large number of absentee patwaris in Gorakhpur, Basti and Allahabad is a necessary corollary to the recent settlement operations in those districts, as, owing to the employment of patwaris in those operations, and to the pending re-allocations of circles, the enforcement of the rules regarding residence had to be held in abeyance. Apart, however, from these districts there was a noticeable increase in the number of non-resident patwaris in Bareilly; the chief reason assigned being that the Sub-divisional Officers could not finish the cases of non-residence pending in their courts before the close of the year. Similar increases are to be noticed in Banda and Mirzapur districts, but no satisfactory explanations have been furnished in their reports.

Filing of patwaris' statements.

12. For the province as a whole 91 per cent. of the area statements, 89 per cent. of the kharif crop, 94 per cent. of the rabi crop statements and 91 per cent. of the statements of holdings and rentals were filed within the prescribed dates. Outside the districts under record or settlement operations, marked delay in filing occurred only in the Mainpuri district, where it is attributed to the patwaris having been busy with work in connection with recruiting and war loan; all the records in the district were however filed within one month after due date. For the same reason five rabi crop statements in Hardoi are reported to have been filed after one month of the due date; while suitable notice is said to have been taken of more than one month's delay in filing three kharif statements in Kheri.

The districts in which all the records without a single exception were filed within time were Jalaun, Benares, Mirzapur, Jaunpur, Ghazipur and Lucknow.

Testing by supervisors.

13. The testing by supervisors materially fell short of the minimum standards in the districts of (1) Gorakhpur, where the work of the kanungos was interfered with owing to their being called away from their regular duties to the settlement work, and (2) Basti, where on account of their employment on settlement work for the greater part of the year sufficient amount of testing could not be done. Elsewhere the standards were generally fully worked up to, the provincial percentages being as a rule in excess of the prescribed minima in the case of all the records.

The state of khataunis in the Ghazipur district, which subject was particularly noticed in the last year's report, continued to receive the special attention of the Collector and, as a result of the disciplinary and other measures taken by him, an improvement is said to have been effected; though the Collector fears that it will be some years before records will be free from uninitialled over-writings.

Testing by superior officers.

14. As was to be expected in a year when war work in one form or other kept members of the district staff busily engaged, sufficient time could not be devoted to land records; consequently the amount of testing was throughout generally low. No testing was done in Aligarh and the Collector has stated that the omission was sanctioned to afford the officers some relief, as recruiting, etc. threw a considerably heavy burden on them. Partly for this reason, and, partly on account of crop damage assessments, the work done in Muttra was practically nil. In Saharanpur no inspections were made owing to record operations, and in Basti testing was confined to khasras, khewats and maps only; the other records not being ready owing to settlement. Looking to the low percentages of errors compared in the table in the paragraph below and to the amount of attention paid to "tested" as against "retested" entries, it seems that the test was generally neither as searching nor as thorough as it ought to have been. The tendency on the part of these officers to devote too much time to patwaris' work does not appear to show signs of disappearing. During the year of report it was more widespread than ever, and was manifested in a more or less unsatisfactory form in 30 out of

the 46 districts dealt with in this report; its worst features being exemplified in Gorakhpur, Banda, Fatehpur, Hamirpur, Jaunpur and Unao and to a less extent in Dehra Dun, Bijnor, Jalaun and Sitapur.

15. There can be no question as to the heaviness of the duties which the Sub-divisional Officers have to perform and any attempt at measuring the quantity of their work by too exacting standards should be deprecated. It is however the quality of their work which it is my unpleasant duty to animadvert upon from time to time in this report, and no general improvement in this respect is noticeable. The introduction of some change in the present system seems desirable in order to ensure a better supervision of land records. It is probable that no permanent improvement will be effected until a whole-time officer can be appointed to take charge of the land record system in each district whose work can be directly reviewed by Director, Land Records.

16. Omitting the districts of Saharanpur, Muzaffarnagar, Bulandshahr and Basti, where work in connection with revision of record or settlement was in progress, Aligarh and Muttra were the only districts in which the prescribed number of circles was not inspected by superior officers for reasons noted in the previous paragraph. In Dehra Dun, Etah, Bijnor, Shahjahanpur, Fatehpur, Lucknow, Unao and Bara Banki, they inspected all the circles.

17. The amount of testing done by the tahsildars and naib-tahsildars was on the whole less than last year, but it calls for no comments as the burden thrown by the extra work in connection with the war on these officers must have been considerable. The year's outturn of the work done by the sadr kanungos shows on the whole a further advance over last year's amount and these officials generally paid greater attention to entries already tested by supervisors than to the original work of the patwaris. The time spent by them on tour was with a few isolated exceptions adequate.

18. The subjoined table shows in juxta-position the percentages of error found by the supervising officers :—

Name of record.		Headquarters' staff.	Tahsildars.	Sadr kanungos.	Supervisor kanungos.
Khasra	Re-tested ...	1·04	·8	2·6	3·2
	Tested ...	3·3	3·9	7·4	
Khatauni verification.	Re-tested ...	·5	·4	1·8	1·9
	Tested ...	1·7	1·4	4·2	
Khatauni test	Re-tested ...	·7	·05	3·2	2·6
	Tested ...	2·2	1·8	5·2	
Jamabandis	Re-tested ...	·6	·33	1·6	2·1
	Tested ...	2·0	1·2	3·0	

As in previous years, testing by sadr kanungos disclosed higher percentages of error. This may be taken as an evidence of the thoroughness of their test, which may, to a certain extent, be claimed as the direct result of the system under which their work comes under quarterly review. The inferior quality of the supervisors' test as disclosed by the percentages shown above appears to indicate that the work was performed more or less perfunctorily. It is a question if this is not to some extent the indirect result of the tendency on the part of the superior officers to give more time to " testing " than to " retesting."

19. The orders of the Board of Revenue issued in the year of report to the Commissioners of Benares and Gorakhpur divisions directed that the policy of concentrating attention upon one particular point of land records each season should not be overlooked and its result should be briefly reported each year in the annual land records report. The subject has accordingly been dealt with in the reports from the districts concerned except those from Mirzapur, Gorakhpur and Basti which make no specific mention of it. In Benares instructions have been issued to Assistant Collectors that *siahas* should be the subject for special examination during the present cold weather, while in Jaunpur the Sub-divisional Officers are reported to have paid particular attention to the work of map correction during the cold weathers of 1916-17 and 1917-18 with the result that the maps improved considerably. It may however be remarked here that only 2 per cent. of the village maps in the district were tested during the year of report and this does not appear to show that they received special attention. In Ghazipur verification and test of khataunis are reported to have received particular attention, but not the length of tenancies to which subject the attention of the

Sub-divisional Officers has now been drawn by the Collector; the latter point was however carefully examined in four kanungo circles in the Ballia district and the Collector proposes to ask his Assistant Collectors to confine themselves particularly to the verification of khataunis this cold weather. The careful check into the length of tenancies made in Azamgarh last year has made the patwaris more careful and no complaints on this particular point were made by Sub-divisional Officers.

Maintenance of boundary marks.

20. The marks are generally in a satisfactory condition and proper steps for their repair or renewal, where necessary, are reported to have been taken, except in Basti, where nothing could be done owing to settlement, and in Bahraich where the work had to be postponed on account of the inability of the contractor to supply stones in consequence of scarcity of railway waggons. In Gonda out of the total number of 806 cases in the year, 620 were finally disposed of and 186 were still pending. As reported last year the accuracy of the work done in connection with the experimental scheme of fixing permanent boundary pillars in the alluvial areas in the Ballia district was tested by the tahsildar of Ballia and he found the work to have been correctly done. The Collector also visited the village himself and examined the work. Pending the next revision of records, the Collector now proposes first to have the boundaries—some of which are disputed—of all the villages embraced by the scheme determined and defined accurately on the spot, and thereafter to have necessary measurements carried out by competent patwaris under proper supervision.

Map correction.

21. Progress of map correction work in the districts under record operations is noticed in Chapter III of this report. In the rest of the districts the condition of maps is generally reported to be satisfactory and action was taken as usual for keeping them up to date. Maps in the Naini Tal district are reported to require a considerable amount of correction and special attention will be paid to them this cold weather. In the Kheri district the maps of 16 villages lying in jungle tracts still require special attention, and orders have been issued to tahsildars to finish the work as soon as possible. Owing to the prevalence of the practice of intentionally altering field boundaries in parts of the Gonda district, resurvey is reported to have been found necessary in a number of villages. The Commissioner has however remarked that the Deputy Commissioner did not apply for notification under Act III of 1901 for any of these resurveyed villages and that his attention should be drawn to the orders under which he was told to apply for such a notification.

Concealment of rents.

22. Concealment was detected in 13 villages in the Shahjahanpur district and after enquiries in each case the papers were duly corrected. Other districts have reported no serious cases. In Etawah enhancements aggregating Rs. 7,700 under written agreements were verified by the supervisor kanungos, and verification in the Budaun district is reported to have resulted in an increase of Rs. 1,549 in the rent roll. Owing to settlement, work in the Basti district could not be done on the usual scale. Reports from Rae Bareli, Partabgarh and Bara Banki speak of the prevalence of the practice of *nazrana*, i.e. payment of heavy fees to the landholders by the tenants at the time of renewal of leases.

Preparation and maintenance of tahsil registers.

23. The registers are generally reported to have been kept up to date and examined. In Etah pargana books of two tahsils are said to require the entry of notes and the attention of the Sub-divisional Officers concerned has been drawn to the point. In Gorakhpur no entries could be made by the district staff owing to the new registers of some tahsils having been received late from the settlement office and the old ones of others being still there. No notes were written in the pargana book by Sub-divisional Officers in Ghazipur, while the Deputy Commissioner of Gonda has remarked that his Sub-divisional Officers have been very remiss about making entries and their attention has been called to this.

New village registers were compiled in the settlement offices of the Bulandshahr, Gorakhpur and Basti districts and also in the Banda district where there was no more space in the old registers.

The pargana Hand Book of Etawah was issued during the year.

Officers' inspections.

24. Inspection tours of the Deputy Director, Land Records, have been detailed in paragraph 3. The senior kanungo inspector Rai Sahib Sant Lal inspected the Ghazipur

district and was thereafter placed on special duty in connection with an enquiry into the area occupied by oilseeds when sown mixed with other crops. Babu Ganga Charan's time was occupied partly in the inspection of land records work in the districts of Cawnpore, Lucknow and Dehra Dun and partly in an enquiry about the average size of tenants' holdings. The late M. Haji Muhammad Khan inspected land records work in the districts of Jaunpur, Bareilly, Hardoi, Gonda, Farrukhabad and Budaun and was inspecting the Agra district when he unfortunately fell a victim to the influenza epidemic. M. Ahmad Nazir made inspections in Bahraich, Azamgarh, Moradabad and Meerut and was with the Deputy Director, Land Records, in connection with the land records class of Junior Civilians and Probationary Deputy Collectors held at Aligarh. Of the other two kanungo inspectors, B. Murli Dhar remained throughout attached to the Agricultural College as teacher of rural economics and Babu Ram Narain's time was spent partly in inspecting Rae Bareli and Shahjahanpur districts and mostly in supervising the work of map correction in the Muzaffarnagar district.

Amendment of rules.

25. No changes of importance were made in the rules during the year of report.

CHAPTER III.

Survey and Revision of Records.

26. The following are the details of the work carried out in the Saharanpur district:—

(*a*) Resurvey of three villages in pargana Bhagwanpur, Sarsawa and Sultanpur (one of each).

(*b*) Map correction and khanapuri in the whole of tahsil Nakur comprising the parganas of Nakur, Sarsawa, Sultanpur and Gangoh, parganas Faizabad and Muzaffarabad of tahsil Saharanpur and pargana Bhagwanpur of tahsil Rurki.

(*c*) Training of patwaris of parganas Rurki, Jwalapur and Manglaur (khadar portion) of tahsil Rurki.

(*d*) Preparation of Intikhab sir, khudkasht and irrigation statistics in the portion of tahsil Rurki mentioned under (*c*).

(*e*) Preparation and distribution of khewat and khatauni slips prior to attestation.

(*f*) Preparation of annual statistics, terijes of khewats and khataunis, distribution statements and statistics relating to rent-rate report.

(*g*) Fairing of village records for use in the tahsil and Collector's offices and by patwaris in tahsil Deoband and parganas Saharanpur, Haraura and Manglaur.

In Muzaffarnagar the parganas selected for the year were Kandhla, Budhana, Shikarpur, Baghra, Chartawal, Muzaffarnagar, Khatauli and Jansath consisting of 502 villages. Resurvey was confined to the plots which had been subdivided since last settlement. The bulk of the maps of the eight parganas were ready for despatch to the Drawing office before the end of the year and maps of 103 villages were despatched to that office before the beginning of August. The work of attestation was commenced in May 1918 and attestation of 283 villages was completed during the year.

Map correction and attestation in the Bulandshahr district have already been completed.

In Basti the remaining maps of alluvial mahals and the records of tahsils Domariaganj and Bansi were prepared and corrected and traces of the maps sent for reproduction to the Drawing office. The attestation of the remaining alluvial mahals was finished. The Tartib work of Domariaganj and Bansi and Safai work of Harraiya, Khalilabad, Domariaganj and Bansi tahsils was also completed.

The Settlement Officers of Deoria and Gorakhpur have replied that their reports will be directly submitted to the Board of Revenue through the Settlement Commissioner.

27. The 30 successful students of the Kanungo Training School who were sent last year to Saharanpur and Muzaffarnagar for practical training in survey and record work were after completing their training posted to various districts and have been absorbed in filling up vacancies. Those who were deputed to

Saharanpur Settlement are reported to have behaved well and to have been of material assistance in the work of supervision; every variety of work possible was given them and some original survey work was found for a few. Those sent to Muzaffarnagar are said to have gone through a six months' course of map correction and khanapuri; they were employed as field inspectors and proved very useful.

GENERAL.

The Kanungo Training School.

28. Thakur Lekhraj Singh B.A. held the office of the Principal throughout the year.

The school was inspected twice by Mr. Lambert, Deputy Director, Land Records, who reported that survey was making good progress. He found discipline good and the youths well turned out, well-behaved and doing well and his questions on "rules" were intelligently answered. The Deputy Commissioner of Hardoi also paid a visit to the school and an extract from the remarks left by him is given below:—

"The boys are a nice well-mannered set, which is not surprising considering that the Principal is himself a thorough gentleman. I have taken a special interest in the athletic side of the school and have played football several times with the students and got up matches for them."

29. At the final examination held in September 1918 all the 34 students of the school came out successful; half of them were sent to the Saharanpur and the other half to the Muzaffarnagar settlement for practical training in survey and record work which they are receiving at present.

Mr. Lambert who conducted the examination has left the following note on its results:—

"The examination shows that a good year's work has been done and my local inspections have satisfied me that this year's batch of students is likely to turn out well and to prove useful officials. All but three candidates get over 75 per cent. of the maximum. Questions were answered intelligently and I am not inclined to take exception to the memorizing of Acts and Rules (as last year); it is really the only way to tackle these subjects satisfactorily provided, of course, that they are at the same time understood."

I have only to add that this reflects great credit on the Principal, Thakur Lekhraj Singh, and his staff of teachers.

30. The supply of qualified diplomates for filling up vacancies in the supervisors' posts is increasingly falling short of the demand every year and the position at present is highly unsatisfactory. The project for construction of the school building at Shahjahanpur has, as stated last year, already been sanctioned administratively but the question as to its site still remains undecided.

I have the honour to be,

SIR,

Your most obedient servant,

H. R. C. HAILEY,

Director.

REPORT

ON THE

ADMINISTRATION OF THE LAND RECORDS

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1919.

ALLAHABAD:

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS, UNITED PROVINCES.

1920.

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Correction slip to the report on the administration of the Land Records in the United Provinces of Agra and Oudh for the year ending 30th September, 1919.

Page 3, paragraph 12, line 12, *for* "former" *read* "the former."

Report on the Administration of the Land Records in the United Provinces for the year ending the 30th September, 1919.

No. $\frac{704}{1-626A}$.

FROM

RAI PANDIT SHAM BEHARI MISRA BAHADUR,
B.A., M.R.A.S., M.R.S.A., M.A.S.B.,
DEPUTY DIRECTOR, DEPARTMENT OF LAND RECORDS,
UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 4th February, 1920.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1919.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. The charge of the department was held by Mr. H. R. C. Hailey, C.I.E., C.B.E., I.C.S., throughout the year and Mr. G. B. Lambert held the office of Deputy Director of Land Records till the end of October, 1918, when he was relieved by me.

Tours of officers.

3. The tours made by Mr. Hailey which were mainly in connection with the agricultural activities of the department need not, as usual, be noted here.

On assuming charge as Deputy Director I visited Sultanpur and Sitapur, and inspected the Kanungo Training School at Hardoi. From the middle of November till the beginning of December, 1918 I toured in the districts of Shahjahanpur, Bareilly, Budaun, Etah, Mainpuri, Farrukhabad and Cawnpore and from the middle of December till about the close of February, 1919 I carried out inspections of land records work in the districts of Bara Banki, Fyzabad, Sultanpur, Partabgarh, Jaunpur, Azamgarh, Ghazipur, Ballia and Benares. Inspections of land records work in the Allahabad, Mirzapur and Etawah districts occupied the first half of March and of that in the Unao district, the second half of April, at the end of which month I paid a second visit to the Kanungo Training School at Hardoi. In the middle of May I attended a conference at Naini Tal for the discussion, with the Senior Member of the Board and the Director, of the scheme for a whole-time land records officer for each district, and after that till the middle of July I made a tour in the interior of the Naini Tal, Almora, Garhwal and Dehra Dun districts in order to gain a first-hand knowledge of the land records system prevalent there. In the rains I visited Jalaun, Jhansi, Bahraich, Gonda, Bara Banki, Fyzabad, Partabgarh and Rae Bareli. The Kanungo Training School at Hardoi and the headquarters and other land records work in that district and in Fatehpur, Allahabad, Pilibhit and Bareilly were inspected in the month of September.

CHAPTER II.

LAND RECORDS.

Establishment.

4. The question of improving the pay of the kanungo staff in the province which had to be postponed in 1915 on account of financial considerations was examined during the year of report and a scheme for grading the supervisor and Sadr kanungos on improved scales of pay was formulated and submitted for the orders of Government.

The addition of a permanent post of an assistant registrar kanungo on Rs. 20 to the Sadr tahsil in the Cawnpore district was sanctioned by the Board out of their reserve of such posts.

Revision of circles.

5. Modified proposals relating to the six recently settled tahsils of the Allahabad district were discussed by me at the time of my visit to the district, and I agreed with the Collector that in the special circumstances of the case further reductions in the proposed number of patwaris were not possible. The proposals were accordingly submitted for sanction. The scheme for the re-allocation of patwaris' circles in the Gorakhpur district framed in the Settlement office is being forwarded to the local authorities for detailed examination of the proposals. Similar proposals received for the Basti district were returned to the District Officer for re-submission in the prescribed form, as the form in which they were submitted did not lend itself to their being examined by the ordinary standards. Some minor changes in the patwari staff of two or three districts were sanctioned during the year.

Promotion of kanungos.

6. Babu Murli Dhar, one of the kanungo inspectors who was nominated by Director, was selected by the Board as an approved candidate for tahsildarship and for some months officiated as tahsidar of Ghatampur in the Cawnpore district.

The Sadr kanungo of Fatehpur, who is a selected candidate for naib-tahsildarship, has been appointed to officiate in that post.

Six supervisor kanungos were promoted as permanent and four as sub. *pro tem.* Sadr kanungos, and five officiated in temporary vacancies. Four supervisors were appointed as permanent naib-tahsildars, while 38 officiated as such. Six diplomate supervisors were selected as approved candidates for naib-tahsildarship on the recommendations of their District Officers and one was, as usual, selected on direct recommendation of the Director. Eight supervisors acted as takavi naib-tahsildars and six as circle officers of famine relief works. Two were appointed as assistant managers of Court of Wards estates and one as a sarbarahkar, and the services of one were lent to the Baroda Durbar.

Promotion of patwaris.

7. Two patwaris—one in the Mainpuri and the other in the Naini Tal district—were promoted as permanent registrar kanungos, the former in recognition of his services in recruiting and the latter in order to encourage the Tharu who, in the opinion of the Commissioner (Mr. Wyndham), makes the best patwari for the *tarai*. Six were appointed permanent assistant registrar kanungos, while 35 others officiated as such; six patwaris got permanent and 19 officiating promotions as partition amins. One was appointed a paid apprentice in Naini Tal and 69 officiated as supervisor kanungos in different districts; two acted as *ahlmads*, one as a copyist, one as a kurk amin, one as an assistant teacher of patwari school, and one as hay muharrir. Three patwaris were exempted from the educational test, four from the age limit and seven from both.

Education of patwaris.

8. The percentage of patwaris holding the school certificate fell from 96·0 last year to 95·4, while that of unpassed men rose from 3 to 3·9. Exemptions also fell from ·9 to ·7 per cent. The fluctuations in the figures are generally attributed to deaths from influenza which raged so severely during the year of report, causing many vacancies which either remained unfilled or to which unpassed men were appointed on condition of their passing the examination.

The results of the system of granting scholarships to candidates from the hilly tracts as an inducement to join the patwari school are noticed neither in the report from Allahabad nor in that from Mirzapur, in both of which districts the system is in force, and it is not possible to say whether it has proved successful or not.

9. Improvement in the results of the patwari schools, as shown in the following table, was, on the whole, maintained during the year of report :—

	Percentage of success.	
	Year of report.	Last year.
Practical survey	86·17	85·6
Map work	85·35	85·8
Mensuration	72·62	75·8
Arithmetic	64·58	72·5
Patwari rules	81·	77·5
Reading and writing	87·21	89·

Residence of patwaris.

10. The prevalence of influenza in a most virulent form and the large number of deaths from that disease are reported from many districts as being the chief contributory causes of the diminution in the number of resident and of the consequent increase in that of non-resident patwaris. This led to a drop from 83·3 to 81 in the percentage of residents, while that of the non-residents rose from 8·6 to 10·9. The percentage of exempted patwaris remained practically the same as last year. Leaving out the districts indicated above and those recently under settlement where rules for enforcement of residence were suspended in view of the pending re-allocation of circles, non-residence was most noticeable in Mirzapur and the Collector has remarked that it could not have been so widespread and persistent without the connivance of the kanungo staff—a matter which has been engaging his particular attention. The large number of non-resident patwaris in the Ghazipur district is attributed by the Collector to the habit of the Sub-Divisional Officers allowing long periods of time for patwaris to become resident, a practice which he intends to put a stop to. Laxity on the part of the supervisor kanungos, one of whom has been compelled to retire on account of bad work, is reported from Azamgarh as having swelled the number of non-resident patwaris in that district and the Commissioner has remarked that severe disciplinary measures are required to remedy the very unsatisfactory retrogression disclosed in the matter. Increases in the numbers of absentees in the Kheri and Bara Banki districts are said to be only nominal, as they are the result of more careful enquiries which disclosed that men hitherto classed as residents were in fact not so.

Filing of patwaris' statements.

11. During the year of report 95 per cent. of the area statements, 90 per cent. of the kharif crop and 96 per cent. of the rabi crop statements and 98 per cent. of the statements of holdings and rentals were filed in time. Leaving aside the districts in which settlement operations were in progress, delay in filing the kharif crop statements occurred in the districts of Mainpuri, Farrukhabad and Benares owing mainly to the patwaris having been engaged in work connected with the suspension of revenue due to the failure of the monsoon. Some papers were also filed late in Unao and Kheri and the patwaris in fault were suitably dealt with.

In Muttra, Bijnor, Moradabad, Jhansi, Jalaun, Mirzapur, Ghazipur, Azamgarh, Fyzabad and Partabgarh all the records without a single exception were filed within the prescribed dates.

Testing by supervisors.

12. For the province as a whole the prescribed standards of test of all the records were somewhat exceeded; excluding the districts under settlement and taken as a whole the tests nowhere fell short of the minima, though there may be room for questioning their quality in places. For instance, in the case of Gorakhpur the Commissioner of the division has remarked that the correct conclusion to be drawn from the figures seems to be that the kanungos' inspections showed the patwaris' work to be poor, while the inspection by superior officers revealed the same result in regard to the work of the kanungos themselves. In my own inspections too I have noticed that among the supervisors as among superior officers the tendency to sacrifice quality to quantity is not quite uncommon, but in fairness to former it may be added that, unlike the latter, they have a fixed minimum amount to work up to. Further, it has to be remembered that the supervisors are also liable to be called on—in some cases, I fear, more frequently than would be consistent with the proper maintenance of land records—to perform miscellaneous duties outside their legitimate sphere of work. Forming as they do an integral part of the machinery of district administration their employment on such duties is to some extent unavoidable under present conditions, but it is a question if that employment cannot always be so regulated as to cause as little interference with their regular work as possible.

Testing by superior officers.

13. The volume of testing done by the officers of the headquarters staff was, on the whole, larger than that of last year, except in the case of maps. The amount done in the two Bundelkhand districts of Hamirpur and Banda was rather small owing to the heavy burden thrown on the officers in consequence of famine. Little testing was done in Naini Tal owing, it is reported, to the transfer of the Joint Magistrate at the end of the summer. In Etawah the work done was very inadequate and

no explanation is furnished for the remarkable deficiency; from a statement received subsequently it, however, appears that out of the five Sub-Divisional Officers two did absolutely no testing. As compared with last year the output in Fatehpur and Gonda was rather low, but not to an extent to call for special notice. The tendency on the part of these officers to devote too much time to the work of the patwari at the expense of that of the supervisor was nearly as widespread as last year, but happily in a less aggravated form. Some improvement in regard to the percentages of error discovered by them is also noticeable. Past experience is, however, against drawing any definite conclusions from a single year's figures, and it remains to be seen whether the improvement will continue. The orders of the Board of Revenue on the last year's report drawing attention to the defective quality of the superior officers' testing work and fixing standards of "test" and "re-test" were issued in the month of March when the touring season had advanced too far and they could not be fully complied with in the year of report. Their effect will be seen in the report of the next year, and it will be fair I think to suspend judgement till then. While on the subject, I may add that I am inclined to think that in not a few cases lack of a zealous interest in this branch of work may have in the past been partly due to absence of a direct incentive, as for want of sufficient data to go upon it has not hitherto been possible to give prominent notice in this report to the exceptionally good or really bad work of individual officers. The Board's orders of March last referred to above aim *inter alia* at removing this want, and the inclusion under those orders in the future district land records reports of the name of each officer, the quantity and quality of his work and the District Officer's remarks regarding it will now supply the necessary material for such a notice. This and other measures indicated in the said orders will, it is hoped, prove effective for the time being in producing better results.

14. The suggestion made in the last year's report that in order to ensure a better supervision of land records a whole-time officer may be appointed to take charge of the land records system in each district has been generally approved by the Board and the Local Government, and the question of forming a specialist land records service ranging as regards pay from the pay of a naib-tahsildar to that of a deputy collector is under consideration. The scheme will necessarily take time for its full development, and it is for the present proposed to make a start by taking from the regular line a few selected deputy collectors and tahsildars and posting them to the larger eastern districts where the condition of land records is believed to be far from satisfactory.

15. The prescribed number of supervisors' circles was not inspected by the superior officers in the settlement districts of Saharanpur, Muzaffarnagar and Basti and in Aligarh and Muttra. Elsewhere the number required by the rules was worked up to, and in Dehra Dun, Mainpuri, Bijnor, Moradabad, Shahjahanpur, Farrukhabad, Mirzapur and Lucknow they inspected all the circles.

16. The year's feature of the work by tahsildars and naib-tahsildars was that for the province as a whole more "re-testing" and less "testing" was done than last year, Dehra Dun, Etawah and Mirzapur being the only districts where the amount of their work was noticeably small. Maps, however, received less attention generally. In the case of these officers also the results of the orders of the Board referred to in paragraph 13 above will be seen in the next year's report.

In all the records excluding maps the work done by the Sadr kanungos was well above the last year's outturn, and as a rule these officials devoted more time to "re-tested" and less to "tested" entries, and excepting two or three districts they spent a sufficiently long time on inspection tours.

17. The percentages of error discovered by the supervising officers in the records tested by them are shown in the following table :—

Name of record.		Headquarter's staff.	Tahsildars.	Sadr kanungos.	Supervisors.
Khasra ...	Re-tested ...	1·8	1·2	2·6	3·1
	Tested ...	4·5	3·8	8·3	
Khataunī verification.	Re-tested ...	·8	·4	1·6	1·8
	Tested ...	2·0	1·5	4·2	
Khataunī test ...	Re-tested ...	·9	·7	3·6	2·2
	Tested ...	2·2	2·2	5·7	
Jamabandi ...	Re-tested ...	·8	·5	1·6	2·1
	Tested ...	1·3	1·7	4·0	

The percentages in the case of the headquarters staff and tahsildars are somewhat better than last year, but, as I have remarked in a preceding paragraph, it will be premature to form any opinion about them at present.

18. The orders of the Board directing that special attention should be paid in the districts of the Benares and Gorakhpur divisions to one special branch of land records work each season appear to have received greater attention on the whole, though the report from the Mirzapur district is again silent on the subject and that for Basti makes no specific mention of it. In the latter district the Commissioner has pointed out the omission to the Collector and has called for a report. In Benares the special subjects defined for examination by the Sub-Divisional Officers were *siyahas* and maps, but owing to the fact that the time of all officers was fully occupied in taking measures to deal with the influenza epidemic and the failure of the crops the tests were not sufficiently wide to warrant any conclusions of value. Particular attention to checking the length of tenancies was paid in Jaunpur and the work is reported to have improved considerably. The same subject is reported to have been chosen for special enquiry in the Ghazipur district and the result of the enquiry showed that while in two sub-divisions the entries in papers were found to be fairly accurate, in one they were often inaccurate and the officer in charge of the fourth sub-division overlooked the subject, but devoted his attention to entries regarding *shikmi* tenants and to *siyahas* instead, which latter are said to be very unsatisfactory and on which the Collector proposes to ask his Sub-Divisional Officers to concentrate their attention during this cold weather. The patwaris in the Azamgarh district are reported to have become much more careful now in entering the term of cultivation in the annual papers and no serious complaints on this particular point were made by any inspecting officer. Special attention will be paid this year in this district to the *siyahas* which are said to be defective. Sub-Divisional Officers in Ballia were directed to confine themselves particularly to the verification of *khataunis*, and from the inspection notes recorded by them the Collector is satisfied that they did this as far as possible, with the result that this particular work was found to be generally satisfactory. It is stated in the report from Gorakhpur that with a view to enquiring into the elision of occupancy tenants and more particularly into the use and abuse of the *qabiz* entry by the land records staff as affecting the security of the tenantry special attention was directed towards the Khasra, and mistakes that were discovered were corrected.

Maintenance of boundary marks.

19. Action for the maintenance of the marks is reported to have been taken where necessary and they are said to be in good condition generally. Fixing of stones in the Basti district was delayed as the contractor was unable to supply them owing to the shortage of waggons. Good progress is reported to have been made towards finishing the work connected with the experimental scheme of fixing boundary marks in the alluvial areas of the Ballia district. The boundaries of all the villages concerned were determined and defined on the spot; the survey of one whole village and of a portion of another which was found necessary was carried out under special supervision; and the boundaries of the maps of 8 villages were corrected according to the maps of 1840. Only the erection of stone pillars and the *khanapuri* now remain to be done, which work, the Collector hopes, will be completed this cold weather.

Map correction.

20. The condition of maps is reported to be generally fair and necessary steps for their correction were taken. They are reported to be not in good condition in Benares and the Collector has issued orders to the supervisor kanungos to bring them in order. The maps in certain areas of the Naini Tal district are said to be almost illegible and the Commissioner has remarked that their correction in the Tarai will be done at the time of revision of rent-rates next cold weather. In Gonda the practice of intentionally altering the field boundaries continues in one tahsil and re-survey is consequently found necessary. The district report is silent as to the action taken on the Commissioner's observations in previous years' reports drawing attention to the necessity of applying for a notification under the Land Revenue Act in regard to these re-surveys.

Concealment of rents.

21. Six districts have reported cases of concealment in them and in one it is said to be suspected. No case was reported in Agra, but Mr. Williamson, the Collector of the district, has

remarked that to one who had just come from the eastern districts recently under settlement this seemed extraordinary and the matter would be referred to in this year's tour instructions. In the opinion of the Commissioner detection of concealment is peculiarly difficult in this district owing to the inability—or unwillingness—of tenants to state the facts. Mr. Bomford has drawn attention to the settlement reports as showing the extent to which concealment of rents is practised habitually in the Basti district. According to him the new leases and agreements attested during the year of report mean little as the bulk of them were from an estate which is managed on legal lines, and he thinks that the next year's report will show more clearly whether concealment of rent is going to remain a permanent feature in the zamindari administration of the district.

Preparation and maintenance of tahsil registers.

22. These registers were properly maintained and are generally reported to be accurate and up to date. In Moradabad the Collector found that the pargana books had been rather neglected by the Sub-Divisional Officers in recent years and he had therefore full notes as to recent matters entered up. The Collector of Jhansi has remarked that his own inspections showed that many entries were of no great value and he has given special instructions in the matter; while the Deputy Commissioner of Kheri found that notes in pargana books were rare and very inadequate and he had to issue special instructions on the subject.

Fresh registers are being compiled in the settlement offices of Saharanpur and Muzaffarnagar.

Pargana handbooks of tahsils Bidhuna, Auraiya and Bharthana in the Etawah district were issued during the year.

Officers' inspections.

23. My inspection tours are noted under paragraph 3 above. The kanungo inspectors attached to the department carried out detailed inspections of land records work in the districts of Meerut, Mainpuri, Etah, Bijnor, Etawah, Fatehpur, Allahabad, Banda, Benares, Ballia and Kheri.

Amendment of rules.

24. Of the amendments made in the rules mention may be made of that relating to the separate specification in the mauza register of *Zabti* and *Jinspher* rents. The change was made at the suggestion of the Settlement Commissioner who considered the entry of these rents useful for settlement purposes.

CHAPTER III.

Survey and Revision of Records.

Survey and revision of records.

25. The work done in the Saharanpur district was as follows:—

(*a*) Re-survey of one village of pargana Rurki and of several alluvial mahals in other tahsils.

(*b*) Map correction and *khanapuri* of the permanent villages of pargana Jawalapur, Rurki and Manglaur (Khadir) and of the alluvial mahals in tahsils Nakur and Saharanpur.

(*c*) Preparation and distribution of *khatauni* and *khewat* slips prior to attestation.

(*d*) Preparation of annual and irrigation statistics, *terijes* of *khewats* and *khataunis*, etc, in the whole tahsil of Saharanpur, Nakur and pargana Manglaur (Bangar) of tahsil Rurki.

(*e*) Fairing of village records in tahsil Deoband, Saharanpur and Nakur and parganas Manglaur (Bangar) and Bhagwanpur.

(*f*) Attestation of portions of tahsils Saharanpur and Nakur and of the whole of parganas Jawalapur, Rurki and Manglaur (Khadir) and of most of pargana Bhagwanpur.

In Muzaffarnagar the map correction, field work and tracing work of the whole district, except alluvial mahals, was completed; the attestation in the remainder of the district and the fairing of records of the 8 parganas inspected last cold weather has also been finished and only half the fairing work remains to be done.

26. The passed students of the kanungo school sent to the Saharanpur and Muzaffarnagar settlements were given training there in practical survey and map

work on completion of which they were posted to different districts to fill up vacancies in the supervisor kanungos' posts. They are reported to have done useful work while under training.

GENERAL.

The Kanungo Training School.

27. Thakur Lekhraj Singh remained Principal of the school until the 14th February, 1919, when he was relieved by Pandit Kashi Nath, M.B.E., on his return from military duty.

The school was visited by me three times in the year; it has maintained its reputation as a useful institution.

28. At the final examination which was conducted by me in September last all the 38 students passed and I endorse the remarks recorded by Mr. Lambert last year as to the results. As work could not be found in the settlement districts for giving these students practical training in survey and map work, it had to be dispensed with, and advantage was taken of the new batch becoming available before the usual time to post them to the various districts from which shortage of diplomates was reported.

29. With a view to increase the supply of qualified candidates the question of the construction of a school building to accommodate a larger number of students has been engaging attention. For want of a suitable site at Shahjahanpur it is now proposed to locate the school at Unao where Thakur Chandra Pal Singh, a taluqdar of the district, has kindly offered to present 30 acres of land for the purpose and the Public Works department are preparing the necessary plans and estimates.

I have the honour to be,

SIR,

Your most obedient servant,

SHAM BEHARI MISRA,

Deputy Director.

44546

REPORT

ON THE

ADMINISTRATION OF THE LAND RECORDS

IN THE

UNITED PROVINCES OF AGRA AND OUDH

FOR THE YEAR ENDING 30th SEPTEMBER, 1920.

LIBRARY OF THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY

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Correction slip to the report on the administration of the Land Records in the United Provinces of Agra and Oudh for the year ending the 30th September, 1920.

Page 3, paragraph 11, line 10, *for* "quenquiennial" *read* "quinquennial."

Report on the Administration of the Land Records in the United Provinces for the year ending the 30th September, 1920.

No. 836A / 1—657A of 1921.

FROM

RAI SHAM BEHARI MISRA BAHADUR, B.A.,
DEPUTY DIRECTOR OF LAND RECORDS,
UNITED PROVINCES,

To

THE SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES.

Dated Lucknow, the 11th February, 1921.

SIR,

I HAVE the honour to submit the report on the administration of the Land Records in the United Provinces for the year ending 30th September, 1920. The district reports were received in my office with fair punctuality except that for the Jhansi district which did not arrive until the 1st December, 1920. Return references to a number of districts were found necessary owing to non-receipt from them of the details regarding the work of superior officers prescribed in B.O. no. 1/VII—47(13), dated the 14th March, 1919, and the required information from the Bulandshahr district was received as late as the 28th January, 1921.

CHAPTER I.

PREFATORY.

Officers on the staff.

2. Mr. H. R. C. Hailey, C.I.E., C.B.E., I.C.S., held charge of the department till the 26th November, 1919, on which date he was relieved by me and proceeded on leave. I held charge of the combined department up to the 1st December following, when the office of the Director of Agriculture was assumed by Mr. H. M. Leake. The post of Deputy Director Land Records was held by me throughout the year.

Tours of officers.

3. In the beginning of the cold weather I visited Unao, Bareilly, Budaun, Hathras, Muttra, Agra and Etawah and in the month of December, 1919, I toured in the Lucknow and Unao districts. The month of January, 1920 was occupied in my inspection tours in the interior of the Farrukhabad and Shahjahanpur districts and that of February in those in the Sitapur and Kheri districts, a short visit at the end of the month having been made to Unao in order to confer with the District Engineer regarding the preparation of the plans and estimates of the proposed Kanungo School building. In March I visited Hardoi, Moradabad and Bareilly, and work at Jhansi, Basti, Gorakhpur and Bara Banki was inspected in April. From the middle of May till after the end of the first week in June I toured in the Muttra district for collection of figures and inspection of villages in connection with the preparation of the Settlement forecast of the district, and in my monsoon tour I visited Allahabad, Cawnpore, Partabgarh, Hardoi, Fyzabad and Sultanpur.

CHAPTER II.

LAND RECORDS.

Establishment.

4. In connection with the general revision of pay sanctioned during the year the pay of all ranks of the land records staff in the districts was raised and a further increase in the pay of patwaris has been sanctioned since the close of the year. Last year no local patwaris were sent from the Naini Tal Tarai to any plains district for

training as supervisor kanungos under the new arrangement as the impression of the local authorities was that unless the passed diplomate of the Kanungo Training school deputed to the district had obtained an appointment it was unnecessary to send more men for such training. At the instance of the Deputy Commissioner the diplomate has this year been withdrawn from the district and the two Tharu patwaris nominated by him have been ordered to Gonda for training.

Revision of circles.

5. The reallocation of patwari circles in the six recently settled tahsils of the Allahabad district was sanctioned with effect from 1st April, 1920, but on the representation of the local authorities Government have, at the Board's suggestion, postponed it until 1st July, 1921, as it would have very seriously hampered the success of the census operations. For similar reason the reallocation of circles in the Budaun district which was sanctioned to take effect from 1st August, 1920, was postponed until next August. The revision of patwaris' circles in the Lalitpur sub-division of the Jhansi district which had to be held back for some years past on account of financial considerations was sanctioned and carried out in the year of report. Other adjustments of circles and changes in the patwari staff made were of formal nature and do not require specific mention here.

Promotion of Kanungos.

6. M. Ahmad Nazir, inspector of kanungos who was nominated by me was selected as an approved candidate for tahsildarship. The sadar kanungo of Muzaffarnagar was also selected for the post on the District Officer's nomination. Three supervisor kanungos were permanently promoted as sadar kanungos and 5 received temporary promotion to that post; 3 were appointed as permanent naib tahsildars and 52 officiated in temporary vacancies. Four were selected as approved candidates for naib tahsildarship, one was appointed as an assistant manager of Court of Wards estate, 2 as sarbarahkars and one as an instructor in the Kanungo Training school. Five were deputed on land acquisition work.

Promotion of patwaris.

7. Nine patwaris were permanently promoted as assistant registrar kanungos and 55 received officiating promotions, to that post. Five got permanent appointments as partition amins and 20 were appointed to officiate as such. More than 90 patwaris were promoted to officiating vacancies in the supervisor's post and 16 were appointed to officiate in various subordinate posts such as ahlmads, siahanavis, qurq-amins, copyists, etc. Two were exempted from the age limit and 7 both from the age limit and the educational test.

Education of patwaris.

8. The percentage of patwaris holding the school certificate does not differ materially from that of last year being 95·5 against 95·4 of that year and the fall from ·7 to ·6 in the percentage of exemptions has occurred in the natural course as no fresh exemptions are now allowed. The percentage of unpassed men remained the same as last year, viz. 3·9. These figures call for no special comments and the small increases in the numbers of unpassed men in two or three districts are fully explained, being due to the ordinary causes such as vacancies and conditional appointments which always tend to increase the number under this head.

From the remarks recorded in the reports from the Allahabad and Mirzapur districts where the system of scholarships for students from the hilly tracts is in force it appears that it has not yet been fully tried in either district. The Collector of Allahabad proposes to award the scholarships from the next term and hopes to get better results next year and the Collector of Mirzapur has reported that the scheme which was allowed to hang fire will come into operation shortly.

9. The results of the patwari schools as shown in the table below do not show any general improvement since last year:—

	Year of report.	Last year.
Practical survey	86·72	86·17
Map work	82·98	85·35
Mensuration	65·71	72·62
Arithmetic	75·57	64·58
Patwari rules	73·84	81·07
Reading and writing	89·43	87·21

The necessity of reform in the present system has been recognized and certain much needed improvements aiming at securing better training in the patwari schools have been sanctioned since the close of the year. Effect to the new arrangement will be given in due course.

Residence of patwaris

10. Figures under residence are far from encouraging as the percentage of resident patwaris further fell from the last year's low figure of 81 to 80·7, and that of non-residents rose from 10·9 to 11·7 though there was some decrease from 7·9 to 7·6 in the case of exemptions. The main reason for the increase in the number of non-residents is no doubt to be sought in the fact that with reallocations pending in a number of districts owing to recent settlements and with the sanctioned reallocation schemes of a few others having had to be postponed for one reason or the other strict enforcement of the rules regarding the obligation of residence has necessarily to be relaxed. Apart however from these districts non-residence to a marked degree is noticeable in Fatehpur where it is attributed to vigorous action taken which brought more cases to light. In Azamgarh the enforcement of the rules was taken up as a severe disciplinary measure under the Commissioner's orders with the result that the number of non-resident patwaris in one tahsil which was as high as 70 was reduced to 17 only. The subject, however, still requires special attention in this district and the Commissioner has remarked that the evil must not be lost sight of and the severe disciplinary measures maintained. The only other district reporting an increase in the number of absentees is Jhansi where the number is reported to have been raised by vacanies, new appointments and by cases in which time has been allowed to patwaris for becoming resident.

Filing of patwaris' statements.

11. A most satisfactory feature of the year's returns is that for the first time for many years past not a single return in any district of the province was filed after one month of the due date. The year was a record one in regard to punctuality in filing the papers, and 97 per cent. of the area statements, nearly 99 per cent. of the *kharif* crop statements and about 97 per cent. of the statements of holdings and rentals were filed with the registrars within the prescribed dates. Only in the case of *rabi* crop statements, 92 per cent. of which were filed in time, some delay occurred and it was due to the fact that patwaris in many districts were unable to finish the *rabi* partal on account of their having been busy with the quenquiennial cattle census and reforms work.

In Aligarh, Jalaun, Mirzapur, Jaunpur and Ghazipur all the records were filed by the due dates, and in Pilibhit all with the exception of a single *rabi* crop statement were so filed.

Testing by supervisors.

12. The prescribed standards of tests were fully worked up to and were in most cases exceeded, notably in the Naini Tal district. For the province as a whole they work out more or less above the minimum in the case of each record. There was a slight deficiency in the test of jamabandi and in the verification of khatauni in the Gorakhpur district, but as remarked by the Collector the results are a great advance over the figures of the previous years. The provincial percentages of error are in all cases higher than those of last year and it is hoped that they signify more careful testing.

Testing by Superior Officers.

13. I am glad to be able to report that taking the province as a whole the officers of the headquarters staff did a fairly good amount of testing. In the districts under settlement operations it was of course not possible to do much, but elsewhere the volume of work done was generally adequate. The exceptions were the districts of Pilibhit and Muttra where work was deficient. In the former the transfer of the Sub-Divisional Officer in October and the employment of his successor on arrival in January on work connected with the inspection and assessment of short term and summary settlement mahals is reported to have been responsible for the poor outturn and the explanation offered for the decrease in Muttra is that the patwaris were less available during the last three months of the camping season on account of the work of the cattle census and the preparation of the electoral rolls. The latter explanation appears to me hardly adequate as the cattle census and reforms work were not confined to this district alone. A healthy feature of the year's returns is the evidence they furnish of the marked attention paid to

"retesting." This improvement is no doubt the result of the orders of the Board issued in March, 1919 reference to which was made in the last year's report and it is hoped that it may continue. There is some difference of opinion as to the amount of "testing" to be done as against "retesting" and the District Officers of Jhansi, Banda, Azamgarh and Fyzabad have pointed out that in some cases a good deal of "testing" is also essential. Mr. Harper, Deputy Commissioner of Fyzabad has remarked on the question as follows:—"I would point out however that the inevitable result of this insistance on the retesting of the numbers is that *partal* work will be more and more confined to fields adjoining roads and tracks. It is notorious that the average Sub-Divisional Officer is very unwilling to go to any extent into the interior while in the case of tahsildars with the high cost of maintaining a horse other methods of transport are utilized and these officers accordingly also keep to the beaten track. In order to comply with the requirements of their inspecting officers the supervisor kanungos must adjust their *partal* work accordingly." More or less similar views have been expressed by the other three district officers and in the opinion of Collector Azamgarh it seems desirable that superior officers should do "testing" work in the neglected portions of the village to an extent greater than 20 per cent. in many cases. His suggestion is, however, not supported by the Commissioner who has remarked that the right remedy is to drop on the supervisor kanungos who habitually choose the easier tracts for their test and not to make superior officers supplement the kanungo's work by excessive testing. In my opinion the best way of removing the chance of supervisors choosing easier tracts would be to insist upon their tests being applied to all fields and "hars" of a village in a cycle of three years and that the fields of a tract or "har" tested in the first year should not be tested in the second.

District Officers have generally followed the orders of the Board and have furnished the necessary particulars prescribed therein, viz. the name of each officer, the quantity and quality of his work with their remarks regarding it. Action in accordance with the orders was not, however, taken in Mirzapur where, the Collector has reported, the orders were completely neglected by the Sub-Divisional Officers. The District Officers of Mainpuri, Azamgarh and Partabgarh have given very critical reviews on the work of their Sub-Divisional Officers and generally everywhere greater interest appears to have been taken in the matter. The Collector of Fatehpur is not satisfied with the work done by his Sub-Divisional Officers most of which he regards as "sketchy and useless." Elsewhere the work is generally pronounced as good though in some cases its quality still requires improvement. On the whole a good beginning has been made and it is hoped that by continued attention to the orders and by sustained efforts on the part of all concerned better results may be achieved in future.

14. The scheme for the better supervision of land records by appointing a whole time land records officer has been fully developed so far as its experimental stage is concerned, and since the close of the year special land records officers have been posted to the districts of Allahabad, Azamgarh, Gorakhpur, Basti, Ballia and Ghazipur where the land records work needs special attention. Endeavours will be made to make the experiment a success and its progress will be duly reported.

15. Information as to the number of supervisors' circles inspected by officers of the headquarters staff not furnished in the reports from Saharanpur, Jhansi, Banda, Basti and Naini Tal has been asked for, but has not yet been received. The report from Sultanpur is also silent on the subject. Elsewhere the prescribed numbers of circles is reported to have been worked up in full except in Muzaffarnagar and Benares. In Dehra Dun, Shahjahanpur, Farrukhabad, Jalaun, Mirzapur, Gorakhpur, Lucknow and Bahraich all the circles were inspected.

16. The amount of "retesting" done by the tahsildars and their naibs shows a further advance over last year and was generally adequate. "Testing" was also done in due proportion and on the whole the effects of the orders of March, 1919, referred to in the preceding paragraphs are as visible in their case as in that of the officers of the headquarters staff. Maps which received less attention from these officers last year were duly attended to in the year of report.

There was an all round improvement in the work done by the sadar kanungos and these officials continue to devote proper time to "retested" entries; and except in cases where special reasons existed they spent sufficient time on inspection tours. The work of these officials comes under review every quarter on receipt of the abstracts of their inspection reports in Director's office and consequently it is generally possible to keep it up to the mark.

17. The following table shows the percentages of error discovered by the supervising officers in the records tested by them: —

Name of record,		Headquarter's staff.	Tahsildars.	Sadar kanungos.	Supervisor kanungos.
Khasra ...	Retested ..	1·9	1·1	2·6	3·5
	Tested ...	4·1	3·7	5·8	
Khatauni verification	Retested ...	·7	·6	1·6	2·0
	Tested ...	2·2	1·5	4·7	
Khatauni Test...	Retested ...	1·1	·8	3·7	2·8
	Tested ...	2·2	1·1	6·6	
Jamabandi ...	Retested ...	·9	·7	1·6	2·3
	Tested ...	2·2	2·3	3·9	

The percentages show that the officers of the headquarters staff discovered more mistakes than last year except in khasra "test" and *khatauni* verification "retest" and that the tahsildars also did similarly except in the case of *khasra* "retest and test" and *khatauni* "test." Except in the case of *khatauni* "retest" and "test" the sadar kanungos' percentages, though still higher than those of others, were lower than last year, while the supervisors show an all round increase in the percentages. These percentages seem to me to be in general keeping with the results described in the preceding paragraphs.

18. No mention is made in the reports from Benares and Jaunpur of the special branch of land records work to which particular attention was to be paid under the standing orders of the Board. In Mirzapur the special subject for the year was correctness of rental returns and a considerable number of jamabandis and siahas are reported to have been examined. In Ghazipur the Sub-Divisional Officers with one exception are said to have paid little attention to siahas towards which their particular attention was directed. The Sub-Divisional Officers in the Ballia district were asked to confine themselves to the thorough checking of the grain-rent-ledgers and their inspections disclosed that this record was in places not maintained at all and where it was maintained was most incomplete. Strict orders have accordingly been issued for careful compliance with the rules in future. In all the three districts of the Gorakhpur Division siaha was the record on which the Sub-Divisional Officers were asked to concentrate their attention during the year; in Gorakhpur the record was found to be generally correctly though not very promptly prepared, in Basti steps were taken to ensure its prompt preparation and in Azamgarh the work is reported to have improved to a certain extent but there is a general complaint that the zamindars think that they are not obliged to communicate collections to patwaris.

Maintenance of boundary marks.

19. The condition of these marks is reported to be good and they were generally inspected and necessary action in regard to renewal or repair taken. It was not possible to replace any boundary marks in Bulandshahr owing to the contractors having struck and refused to do the work at the rates previously current and the Collector is taking necessary steps in the matter. All the work in connection with the experimental scheme of fixing permanent boundary marks in alluvial tracts in the Ballia district was completed during the year and the verification of area, rent and boundary will be done by the Sub-Divisional Officer when he next visits the spot this cold weather.

Map Correction.

20. Due attention was paid to the work of map correction and the maps are generally reported to be in a satisfactory condition. Owing to the migratory habits of the Buxas and the general instability of cultivation maps in the Naini Tal district are reported to be generally full of corrections and hard to decipher and the Deputy Commissioner has remarked that in order to maintain them upto date and in good order it would be necessary to prepare a new map every year in a large number of villages. The continuance of the practice of intentionally altering field boundaries

in tahsil Utraula of the Gonda district makes resurvey necessary every year and the Deputy Commissioner has reported that before a village comes under resurvey a notification under section 48 of the Land Revenue Act is issued to the zamindars in all cases.

Concealment of rents.

21. Cases of concealment are reported from four districts and the Deputy Commissioners of Rae Bareli and Partabgarh have drawn attention to the prevalence of the practice of *nazrana* in their districts. In Basti 8,627 leases and 1,153 agreements were attested as compared with 5,412 leases and 1,765 agreements in the previous year. More would have been attested but on account of the Board's selected decision making conditional leases illegal many leases and agreements drawn up in the old form were not produced. However the recorded cash rent including increases due to enhancement cases rose by over three lakhs of rupees in the year of report.

Preparation and maintenance of tahsil registers.

22. The registers are reported to have been properly maintained and are up to date. They were duly examined and notes, where necessary, recorded by Sub-Divisional Officers except in Ghazipur and Hardoi.

New registers are being compiled in the settlement offices of Saharanpur and Muzaffarnagar and some of the registers not compiled in the settlement office at Basti are being prepared in the Collector's office, funds for the purpose having been alloted by this department.

Pargana hand-books of four parganas of tahsil Mahrajganj, of three of tahsil Sadar, of four of tahsil Bansgaon and one of each of tahsils Padrauna, Deoria and Hata of the Gorakhpur district were issued during the year.

Officers inspections.

23. Inspections made by me are detailed in paragraph 3 above. Detailed inspections of land records work were made by my kanungo inspectors in the districts of Benares, Agra, Jaunpur, Jalaun, Sitapur, Ghazipur, Unao, Muttra, Bahraich, Gonda, Etah, Hamirpur, Pilibhit, Bara Banki, Sultanpur, Fyzabad, Jhansi, Mainpuri and Mirzapur.

Amendment of rules.

24. A change was made in the rules with the object of laying down the procedure to be followed by the patwari in preparing his first *khasra* after a revision of records or a partition in regard to *minjumla* numbers specially recorded as such at the revision. Other minor amendments sanctioned during the year do not require special notice here.

CHAPTER III.

Survey and Revision of Records.

25. The following are the details of work done in Saharanpur during the year of report :—

(*a*) Resurvey of one village of pargana Jwalapur.
(*b*) Map correction and *khanapuri* of the alluvial mahals of tahsil Rurki.
(*c*) Preparation and distribution of *khatauni* and *khewat* slips prior to attestation for above.
(*d*) Preparation of annual statistics, *terijes* and *khewats* and *khataunis*, distribution statements and statistics relating to rent rate and assessment reports in the whole tahsil Rurki.
(*e*) Fairing of village records in five patwaris, circles of pargana Saharanpur and one of Manglaur Bangar and part of tahsil Nakur and whole of tahsil Rurki.
(*f*) Attestation of the alluvial mahals of tahsil Rurki.

26. In Muzaffarnagar the map correction, field work, tracing and attestation of the alluvial mahals which were left over last year were completed. The fairing of the remaining records including alluvial mahals was also finished, bringing the revision of the whole district to completion.

27. For want of sufficient work in these two districts for their training the passed kanungo students of the year's batch could not be deputed there and had to be posted to districts as supernumerary kanungos. Their practical training as also of those passing out in the following year has been arranged in the revision operations now being carried on in the Muttra district.

GENERAL.

The Kanungo Training School.

28. The post of Principal was held by Pandit Kashi Nath, M.B.E., practically throughout the year. He was relieved on the 6th of August, 1920, by Thakur Lekhraj Singh the present Principal. I visited the school twice in the year and was generally satisfied with the work of the teaching staff.

In the final examination, which was conducted by me personally in September last, 37 out of the 38 students that sat for the examination passed completely in all subjects. The candidates are of the right stamp and are likely to prove useful officials.

29. The plans and estimates of the Kanungo School building to be constructed at Unao have been prepared by the Public Works department and finally sanctioned by Government. The project is estimated to cost Rs. 1,32,466 which amount has been shown in the next year's budget and work on the building will be started on receipt of sanction to the provision in the budget.

I have the honour to be,

SIR,

Your most obedient servant,

SHAM BEHARI MISRA,
Deputy Director.

JUDICIAL STATEMENT No. 14.

Statement showing the general result of trials of European British subjects, during the year 1910.

Description of Offence.	Persons whose cases were disposed of—											Of the total number of persons shown in—											Remarks.
	By District Magistrates and other 1st class Magistrates.				By Courts of Session.			By High Court.		Total for all Courts.		Columns 2 to 5.			Columns 6 to 8.		Columns 6 to 10.		Columns 11 to 12. Number whose cases were disposed of by—				
			By commitment.																Magistrates.		Sessions Judges.		
	Convicted.	Acquitted or discharged.	To Courts of Session.	To High Court.	Convicted.	Acquitted or discharged.	Transferred to High Court under section 449 (2) of the Code.	Convicted.	Acquitted.	Convicted.	Acquitted or discharged.	Number who claimed to be tried by a mixed jury, section 451 (1) of the Code.	Number who did not so claim.	Number of those in column 13 whose cases were transferred under section 451 (9) of the Code.	Number who claimed to be tried by a mixed number of assessors, section 450 (2) of the Code.	Number who did not so claim.	Number who claimed to be tried by a mixed jury, section 450 (1) of the Code.	Number who did not so claim.	Being European British subjects.	Other than European British subjects.	Being European British subjects.	Other than European British subjects.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Offences affecting the public health, safety, convenience, decency and morals, Chapter XIV.	1	1	...	...	...	...	...	...	...	1	1	...	2	...	...	...	...	...	2	...	...	...	
Offences affecting the human body, Chapter XVI. — Offences affecting life.	...	...	...	2	...	...	...	2	...	2	...	...	2	...	...	...	2	...	...	...	...	..	
Causing of miscarriage, injuries to unborn children, exposure of infants and the concealment of births.	...	...	1	...	...	1	...	...	...	...	1	...	1	...	...	1	...	1	...	...	1	...	
Hurt	6	8	...	1	...	...	...	1	...	7	8	...	15	...	...	...	1	...	14	...	...	...	
Criminal force and assault.	1	...	...	...	...	...	...	...	...	1	...	...	1	...	...	...	...	...	1	...	...	...	
Unnatural offence...	...	...	...	(a)1	...	...	...	...	1	...	1	...	1	...	...	...	1	...	...	...	...	...	
Offences against property, Chapter XVII. — Theft... ...	7	1	...	...	...	...	...	...	...	7	1	...	8	...	...	...	...	...	8	...	...	...	(a) From Jubbulpur.
Criminal misappropriation of property.	1	...	...	...	...	...	...	...	...	1	...	...	1	...	...	...	...	...	1	...	...	...	
Criminal breach of trust.	3	...	1	...	1	...	...	...	...	4	...	...	4	...	...	1	...	1	3	...	1	...	
Cheating ...	5	1	3	...	1	...	2	1	1	7	2	...	9	...	...	3	2	1	6	...	1	...	
Mischief ...	1	...	...	...	...	...	...	...	...	1	...	...	1	...	...	...	...	...	1	...	...	...	
Offence relating to marriage, Chapter XX.	...	...	1	...	...	1	...	...	...	...	1	...	1	...	...	1	...	1	...	...	1	...	
Defamation, Chapter XXI ...	...	5	...	...	...	...	...	...	...	...	5	...	5	...	...	...	...	...	5	...	...	...	
Total under the Indian Penal Code...	25	16	6	4	2	2	2	4	2	31	20	...	51	...	...	6	6	4	41	...	4	...	
Offences under Special and Local Laws.																							
Cantonments, Military, Act No. XIII of 1889.	8	3	...	...	...	...	...	...	...	8	3	...	11	...	...	...	...	...	11	...	...	...	
Factories, Act No. XV of 1881 ...	1	...	...	...	...	...	...	...	...	1	...	...	1	...	...	...	...	...	1	...	...	...	
Hackney and stage carriages, Act No. XIV of 1879.	...	3	...	...	...	...	...	...	...	...	3	...	3	...	...	...	...	...	3	...	...	...	
Municipalities, Act No. I of 1900 ...	32	10	...	...	...	...	...	...	...	32	10	...	42	...	...	...	...	...	42	...	...	...	
Police, District, Act No. V of 1861...	8	2	...	...	...	...	...	...	...	8	2	...	10	...	...	...	...	...	10	...	...	...	
Railways, Act No. IX of 1890 as amended by Act No. IX of 1896.	8	...	...	...	...	...	...	...	...	8	...	...	8	...	...	...	...	...	8	...	...	...	
Stamp Act No. II of 1899 ...	1	...	...	...	...	...	...	...	...	1	...	...	1	...	...	...	...	...	1	...	...	...	
Vagrancy (European) Act No. IX of 1874.	2	...	...	...	...	...	...	...	...	2	...	...	2	...	...	...	...	...	2	...	...	...	
Total ...	60	18	...	...	...	...	...	...	...	60	18	...	78	...	...	...	...	...	78	...	...	...	
GRAND TOTAL ...	85	34	6	4	2	2	2	4	2	91	38	...	129	...	...	6	6	4	119	...	4	...	

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